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ALTERNATIVE PROGRAMS FOR TROUBLED YOUTH

HEARING

BEFORE THE

COMMITTEE ON LABOR AND HUMAN RESOURCES UNITED STATES SENATE

NINETY-NINTH CONGRESS

FIRST SESSION

ON

EXAMINATION OF ALTERNATIVE EDUCATIONAL AND TREATMENT PROGRAMS AIMED AT HELPING TROUBLED YOUTHS AND ADULTS

OCTOBER 7, 1985

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ALTERNATIVE PROGRAMS FOR TROUBLED YOUTH

MONDAY, OCTOBER 7, 1985

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The committee met, pursuant to notice, at 10:10 a.m., in room SD-430, Dirksen Senate Office Building, Senator Orrin G. Hatch (chairman) presiding.

Present: Senators Hatch and Grassley.

Staff present: Dr. Howard A. Matthews.

OPENING STATEMENT OF SENATOR HATCH

The Chairman. We will call this hearing to order.

I would like to welcome our witnesses who are with us today, especially our friends from Utah. We are very grateful to have both of you here, and of course, Mr. Regnery and Mr. Shorthouse as well.

Each year in our country, enough young boys and girls drop out of school to create a city the size of San Francisco.

While we know that quite a number of dropouts or early school leavers sometimes return to the regular school program or achieve a diploma through the General Education Development Test, there is no hard data on why they would leave before graduation or how many eventually complete a high school education.

While there is little incontrovertible evidence on the subject of violence or unruly behavior in the schools, it is common knowledge that it is not always an inner city problem. It appears to be of increasing concern in all types of school settings.

The last nationwide analysis of the problem of violence or unruly behavior in the schools was done in 1978, by the National Institute of Education. This report found that each month, 282,000 students are attacked, and 112,000 are robbed by force, weapons and threats.

Each month 6,000 teachers are robbed; 1,000 are assaulted seriously enough to require medical attention; and 125,000 are threatened with physical harm.

Each month, 2,400 school fires are set, and 13,000 thefts of school property occur. Each month, 24,000 cases of vandalism occur, and 42,000 cases of property damage occur, resulting in an annual expenditure of more than $200 million nationwide for school building repair and replacements, security personnel, and hardware, insurance premiums and other costs.

Although this report was written in 1978, and no nationwide survey has been made since, there have been random surveys in some school systems, and the evidence from these studies suggests that things have become worse, not better.

Consider the following, as reported in Education Daily in February of this year: The New York City School System spends millions of dollars each year to employ a 2,000-person security force to protect students, staff, and property.

Detroit teachers no longer schedule after-school or evening parent-teacher conferences because of assaults on teachers. Since 120 students were shot in Detroit schools last year, school security officers are conducting surprise spot-checks with metal detectors to keep the schools clean of guns and knives. Some urban school systems actually offer "combat pay" as an incentive for teachers to work in "high risk" schools.

Although disruptive and delinquent students often create serious problems and are a threat to other students and to their teachers in the regular school setting, they do have a right to an adequate education, regardless of some of the societal difficulties that exist.

To provide this, alternative school schemes have been developed both in the private community and in some of the public schools.

Before we introduce the first witnesses, we will receive for the record statements by Senator Grassley and Senator Metzenbaum.

[The prepared statements of Senators Grassley and Metzenbaum follow:]

PREPARED STATEMENT OF SENATOR CHARLES GRASSLEY

Senator GRASSLEY. Mr. Chairman, I am pleased with your interest in holding hearings on alternative programs for troubled youth.

We have been deluged with national reports on the state of education in our Nation and have been made well aware of the problems we face in the delivery of a quality education to the students who will soon be responsible for making future decisions directing our Nation. These reports primarily address education in the mainstream. That is why I am pleased that Senator Hatch has seen the need to focus the committee's attention this morning on an educational delivery system that responds to students, who due to serious problems, will be benefited by a less traditional setting.

The increased incidence of broken homes, of runaways, and of latchkey children have perhaps produced a breed of children whose emotional needs form barriers to learning. Rather than treat such troubled youth as outcasts in the educational system, we need to explore appropriate ways to respond to them in a manner that they will recognize their dignity and potential.

I am pleased with the selection of the witnesses who will help us better understand the situation of these youth and explore avenues to their incorporation into the mainstream.

PREPARED STATEMENT OF SENATOR HOWARD M. METZENBAUM

Senator METZENBAUM. Mr. Chairman, we cannot ignore the problems of our troubled youth. We are as a society, in danger of losing our future, if we do not address the problems:

The 28 percent or more of young people who do not graduate from high school;

The 1 million young people who either leave school each year or are chronic truants;

The hundreds of thousands of homeless young people, some who have aged out of the foster care system, some who have run away from home, from school; according to one study, there are 20,000 in New York City alone, with only 300 beds available.

The 1 million new teenage mothers each year, with about 650,000 of them unmarried;

The growing number of drug abuse arrests of people under 18; arrests for drunkenness rose 300 percent between 1960 and 1980.

Increasingly higher rates of unemployment for teenage youth, and especially minority youth;

A doubling of the suicide rate for young people between 1950 and 1978 with suicide now the second leading cause of death among young white males. Saturday's Post carried the tragic story of two 15-year-old boys in Fairfax County who committed suicide.

There appear to be some hopeful signs, however—a growing awareness that the problems are not just school problems, but everybody's problems. School systems, students, parents, corporations, labor unions, mayors, commissioners, State departments of education, the juvenile justice system, voluntary organizations, and we, the legislators will need to explore and to activate new and thoughtful youth policies.

Perhaps we need to start much earlier and expand programs like nutritional programs for pregnant women and for infants, or programs like Headstart.

Perhaps we need to build a better foster care system, or expand parenting education programs—maybe more Bill Cosby shows as male role models for good parenting.

Certainly, we need to know what does or doesn't work.

According to the education commission of the States, there are a large number of students for whom schools and current school reforms don't work—at least 25 to 30 percent.

Most young people can learn, but they can't all learn in the traditional way; people have different learning styles.

The young people who drop out are telling us that.

Some successful programs outside the traditional system are telling us that.

Young people might learn better if they were not hungry, or were not being neglected or physically or sexually abused, or were not into alcohol or drugs.

Or they might learn better through adventure-based education, or through voluntary community service, rebuilding their own neighborhoods, or expanding roads and bridges and parks.

Or they might learn better through school-business internships.

Or a program of individual education such as the one at Marmalade School.

The State education leader concluded that, ignoring the needs of young people is a "far more expensive proposition than meeting them, both in terms of their cost to society and their untapped economic productivity."

We spend billions for defense systems against external danger, but we're losing precious resources by failing to build our internal defense system.

I'm a member of the Subcommittee on Children, Family, Drugs and Alcoholism which is working on some of the factors contributing to the troubles of youth. And I along with other members of the committee have been working to expand and improve the foster care system. We want to help young people become contributing and productive members of society. We need all our young people. They are our defense. They are our future.

And so, I look forward to hearing from the witnesses today, and the insights they can provide into alternatives that work for our troubled youth.

The CHAIRMAN. We are fortunate to have with us today Mrs. Elyse Clawson, executive director of the Marmalade School in Salt Lake City, UT, who will discuss with us a unique program in a nonprofit private school setting.

Also here today is an old friend of mine, Mr. Alfred S. Regnery, Administrator of the Office of Juvenile Justice and Delinquency Prevention in the U.S. Department of Justice. Mr. Regnery is widely regarded as one of the leaders in assisting school systems to devise programs providing alternative programs for troubled youth.

One of the most unique programs linking the public schools to business and industry is in Atlanta, GA where the Rich Department Store has given over an entire floor of its building for an alternative educational program involving the business community. To tell us about that program we have Neil Shorthouse, director of Exodus Programs, Atlanta, GA.

Also appearing today is another friend of mine, Judge Regnal Garff. Judge Garff is a juvenile court judge in Utah with many years of experience in dealing with troubled youth, who I think is read widely and of course, has been a major influence with regard to juvenile problems in our society today.

I want to welcome all of you here today. We are delighted that you could make arrangements to come, and we look forward to hearing your testimony.

We are glad to have you here as a panel, and Mrs. Clawson, we will begin with you first and take your testimony, and then we will just go across the table.

STATEMENT OF ELYSE CLAWSON, EXECUTIVE DIRECTOR, MARMALADE SCHOOL, SALT LAKE CITY, UT; ALFRED S. REGNERY, ADMINISTRATOR, OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION, U.S. DEPARTMENT OF JUSTICE, WASHINGTON, DC; NEIL SHORTHOUSE, DIRECTOR, EXODUS PROGRAMS, ATLANTA, GA; AND REGNAL W. GARFF, JUVENILE JUDGE, SALT LAKE CITY, UT

Mrs. CLAWSON. Thank you very much.

I appreciate the opportunity to speak with all of you today, and to you, Senator Hatch, I would like to express my special thanks and appreciation for your personal involvement and support of educational and treatment programs that are here to change and improve the delinquency rate in this country.

My background is one of special education for emotionally disturbed children and clinical psychology. I have worked in residential treatment centers, public schools, and secure institutions for both juveniles and adults.

The statistics that you have heard of the tremendous dropout rate in this country and the fact that 60 percent of prison inmates and 85 percent of some juvenile delinquents that go through juvenile court are functionally illiterate—these statistics are frightening and expensive, in human terms as well as in dollars. We believe there is something you can do about this.

Throughout the number of years in our experience in education, we have realized that the failure in school often leads to failure in life, and people who fail in school are often involved in crime. Because of these facts, and because of these experiences, we believe that education is one of the primary deterrents to juvenile delinquency, and one of the primary methods of improving the delinquency rate once it has already begun.

Despite their illiteracy, as Senator Hatch has mentioned, most of these students are average or above average intelligence: We strongly support the move for excellence in education and realize that it is a difficult mission.

But we also must realize that public education's primary job is one of educating the mainstream, and that there will always be people and students on either end of the spectrum where mainstream education will not adequately meet their needs.

For these kinds of students, we believe there needs to be alternative programs, and that is exactly what Marmalade runs. The alternative education program serves kids who are chronically truant, who have failed terribly in school, who are far behind in their educational achievement, and who are often extremely delinquent. Most of our students are extremely delinquent.

Marmalade has designed programs and trained teachers to maximize the youth's potential for success. We are currently returning approximately 70 percent of the students which we serve, that would have otherwise dropped out of school, to their mainstream education. Another 10 percent are staying successfully at our school.

The underlying premise of this program is simply that youth need exposure to experiences of success in order to change negative or maladapted behavior, and that success requires that each student be educated initially at his current academic level.

Marmalade's disciplinary philosophy requires that responses to inappropriate behavioral displays be immediate, consistent and clearly defined, and that follow-up continue and be appropriate to the nature of the situation, emphasizing positive corrective measures rather than punitive measures, providing multiple opportunities to succeed. In short, we try never to give up on a student.

Once a student comes into our school, they go into a week-long orientation phase, which provides an adequate period of academic and treatment assessment and allows for smooth transition into the school population. Our policies and procedures are described. We teach them some early, basic problem-solving techniques, and assign them to an advocate who will then help them through their process in our school. The students then are assigned to a core pro-

gram, which is either the Learning Center, or the Frontier Program, which I will briefly describe, and also are given a number of other services such as tracking, counseling, entering the Teen Institute, life skills programs, recreational programs, and other elective classes.

Part of the success of the Learning Center must be attributed to its layout. It is an open classroom. There are 80 to 90 students in that classroom. It is divided into four sections, which are arts, language arts, social studies, math, and science. The students who are deficient in academic skills are placed initially at a grade level below their achievement level, with a quick progression to their actual grade level and then a slower progression afterwards to more difficult skills. This is done to ensure that the students meet initial success, because our students have always met failure, and failure continues and begets failure, so we feel it is important to give them some success early on.

Although the students have the privilege of selecting the area they wish to work in—reading, writing or math—we do encourage them to work in all subjects, and before they are finished, they have mastered each of those subjects to the best of their ability.

The Learning Center also helps to create an atmosphere of community, which hopefully will carry over to a lifetime practice. Every attempt is made to include students in the day-to-day operations so that they may learn responsibility for themselves and others. They volunteer to be at "checker stations"—supervise other students and help check their work. They volunteer to work on the time bank computer, and help check students in and out of the Learning Center. They also volunteer to handle the break room and enforce the rules of due process and the general maintenance of the school.

The externally imposed environmental and structural changes provide basic platforms for which behavior changes can be made. We also realize that this alone is an inadequate intervention of already patterned nonappropriate behaviors. Realistically, behavior changes are a lengthy process, requiring multiple strategies and time.

Consequences for inappropriate behaviors need to be established and applied in a manner consistent and appropriate to the circumstances and devoid of emotional rhetoric.

One of the things that we have piloted in the last year and have used in a modified version in previous years is a "due process" system. It has now been very formalized, and I will not read all of it, but it is a system whereby students work with the teachers, their parents, a probation or parole officer if necessary, and an advocate for them and set up contracts and go through a due process system and continue to revise that contract until they are able to accomplish it and then move with more and more steps in terms of behavior control and academic progress.

We have used the due process with the students who are actually failing in the Marmalade Program, in addition to having failed in the Public School Program. Of those that we have put through the due process system, the average daily attendance rose to 84 percent, participation rose to over 92 percent, and the credit earned

increased 32 percent, of those students who were failing in our program.

If they are not able to be in the Learning Center, then we have another core program which is called the Frontier Program. That Frontier Program works strictly with the most difficult kids in terms of behavior problems and involvement in crime. All of those students are in the custody of the Division of Youth Corrections. Now, some of the students who are in custody are in the Learning Center, but those who cannot be adapted to the Learning Center are in the Frontier Program so it is a very small, self contained program. As well as in the Learning Center, the philosophy is to help develop the youth's primary life skills, traditionally instilled by the family, and minimize school-related factors that often contribute to increases in delinquency and reduce the related symptomatic behaviors of delinquency, substance abuse, crime, et cetera. We allow individuals to become responsible, productive, and independent.

It is an Education and Day Treatment Program which began its operation in 1979. The primary goal of this program is to provide a safe, nurturing educational environment which will foster warm personal relationships between the staff and youth. Most of these youth have had very traumatic kinds of experiences. They have been abused, they have been neglected, they have failed.

We try to do a number of things, to encourage them identifying with a viable role model, develop adequate interpersonal skills, begin to recognize limits and expectations inherent in situations so that they can take personal responsibility and make good decisions. We try to maximize academic achievement and success, strengthen attachments to conforming members of our society, as well as the school community, and strengthen personal commitment to education.

Some of the services are educational assessment, individualized education and treatment plans, ongoing vocational counseling as well as exploring career alternatives, searching for employment, therapeutic recreation, after-hours monitoring, crisis intervention—some of our students are going through crisis, and we are available 24 hours a day to help those students—community linkages with supplemental kinds of alternatives to enhance their program, also, counseling and psychotherapy to individuals, group, and family.

Frontier provides, through a combined education and treatment system which is not often seen, an interaction between these modes of servicing which promotes prosocial behavior and educational progression; an assessment of personal, social, and educational strengths and weaknesses; a modified due process system which is more lengthy for these students than for the Learning Center.

Frontier has also integrated a restitution program to assist the youth in paying his/her debts to the victims of his misbehavior, and all efforts are aimed at developing within the youth an integrated self-concept and positive relationships with others.

The existence of alternative education programs for troubled youth and the training for teachers and counselors in successful methods of working with these youth, and the private school partnership with public education is extremely important. We believe it

works. We believe that specialized programs can change the course of troubled youth.

I would also like to take this opportunity to thank and congratulate the Salt Lake School District for its willingness to work with Marmalade to solve some of the problems of its troubled youth.

Thank you.

[The prepared statement of Mrs. Clawson follows:]

REMARKS OF ELYSE CLAWSON

BEFORE THE SENATE FULL COMMITTEE ON

LABOR AND HUMAN RESOURCES

DELIVERED ON OCTOBER 7, 1985

Members of Congress, ladies and gentlemen, I would like to thank you for the opportunity to speak to you today. To Senator Hatch, my very special thanks and appreciation for his personal involvement and support of educational and treatment programs which are here to change and improve the delinquency rate in our country.

Most of you, I'm sure, are aware of the fifteen to twenty percent school drop-out rate in many states. Statistics also tell us that 60% of the prison inmates in this country are illiterate, as well as 85% of the delinquents who come through the juvenile court are functionally illiterate.

These statistics are frightening and expensive. They are expensive in human terms as well as in dollars. A friend of mine recently asked me, if I had the choice, would I be willing to lose a leg or not be able to read? Initially I thought it would be very difficult to lose a leg, and then I realized that the inability to read is by far the greater loss. When you are unable to read you cannot function successfully in society. You are unable to take charge of your own life, you cannot enter into contracts, find addresses, read menus, ad infinitum. You are unable to pursue careers and, in general, are very unsuccessful in life.

Throughout the many years that all of us have been involved in education, we have found that whether it be a cause or a symptom, the inability to read and failure in school is a primary indicator of failure in life. That failure in life may be anything from inability to work and support yourself and family, to being unable to raise your children adequately.

Many people who fail in school are also involved in crime. It is

because of these facts and these experiences that Marmalade believes strongly education is a primary deterrent to delinquency as well as a primary method of reducing delinquency once it has already begun. A sixteen year old, for example, who fails in school, doesn't like school and wants to drop out. He lacks the basic educational skill to succeed in school. If he drops out of school and tries to work, he is very apt to fail in the job market. Without reading and basic educational skills, he is unable to take advantage of job training.

Despite their illiteracy, or their failure in education, most of the delinquent youth that we see throughout the years are average or above-average intelligence. They failed in school many, many years ago for a number of reasons. They may have had a learning disability, they may have been hyperactive, they may have had emotional problems due to family situations, or just due to their inability to succeed in school, and very early on began to experience failure. Failure begets failure, and the process continues.

We strongly support the move in this country for excellence in education. Education is one of the most important factors in changing and helping the youth of this country. We also have to realize that it is a difficult, but <u>obtainable</u> goal. In addition, we also have to recognize that public education is to educate the mainstream of our society. However, we must also realize there will always be some people at either end of the spectrum, who, for whatever reason, do not find the mainstream education meeting their needs adequately — whether they are gifted or just having difficulty in school. As a result, we believe there should be

alternate kinds of educational environments available for those students. These alternates may be private, preparatory schools, or private or public alternative education programs, which deal with the special needs of those students who do not meet the mainstream criteria in order to successfully complete an education.

The alternative educational program is what Marmalade school offers. Marmalade school is programmed to work with students who are on the low end of the spectrum and may have just been truant, or are behind in school frequently due to significant emotional problems. They may be so far behind in school they are unable to catch up using any of the traditional methods of teaching. We also see a number of students who are severely delinquent and who have numbers of adjudicated crimes on their records. Marmalade does not believe that because you have had a difficult time in school or because you have been abused as a child or because you lived in a poor family or because of any other extenuating circumstances, that you have an excuse for failure in school, or an excuse for committing crimes. Rather, these circumstances may be a reason. Therefore, we believe these students can succeed.

Marmalade has designed programs and trained teachers and counselors to maximize these youth's potential for success. Currently, Marmalade returns 70% of its youth successfully to their public school. Another 10% continue successfully at Marmalade, with 10% dropping out. Some of that 10% return to Marmalade at a later time and are successful.

The underlying premise of the program is simply that youths need exposure to experiences of success in order to change negative or non-

existent school behaviors. Success requires that each student is educated initially at his current academic level, and progression to more advanced work is scheduled and gradual. The student must successfully walk through the basics before running through the electives immediately in order to make changes conducive to positive school and social development.

Marmalade's disciplinary philosophy requires that responses to inappropriate behavioral displays be immediate, consistent and clearly defined. Furthermore, follow-up and discipline must be appropriate to the nature of the situation, emphasizing positive, corrective measures as opposed to strictly punitive measure, and providing multiple opportunities to succeed.

Students who come to the program are required to attend a screening interview, accompanied by parents, where the program is briefly explained. Parents are assisted with paperwork required and students are scheduled for the next available orientation group.

The orientation group has two basic functions. First, it provides an adequate period for academic assessment and school programming.

Secondly, it allows for a smooth transition into the regular school population. Policies, procedures and expectations are clearly defined and problem-solving techniques are introduced to realistically portray the model. The transition period also includes a personal goal setting model whereby the group leader assist students in establishing purpose and direction for participation. Additionally, the group structure allows students who may feel self-conscious the opportunity to express concerns and fears.

At the completion of oreintation, students are assigned to one of the core programs, the Learning Center, or Frontier where they are also given other services such as elective classes, life skills, treatment, alcohol and drug prevention education, advocacy tracker services, etc.

From the onset the idea was to create a therapeutic environment which stresses personal and social responsibilities. The creation of this environment would address, as close as possible, the rewards and consequences students would encounter after leaving school and becoming members of the community at large.

Efforts to create a work-oriented environment resulted in the form of a token economy. Students receive token rewards for meeting expectations. Since the majority of the students were truant, it seemed clear that time away from school possessed some value, thus time and other incentives became our economic standard. In order for students to earn time, work needed to be completed and completed with 100% accuracy. Students who finish assignments with less than 100% accuracy are sent back to work with a teacher until the skill is mastered. This approach reinforces the value that quality of the performed work task is an important as quantity.

A computer banking system program was instituted for the 1984-85 school year. Along with providing immediate up-to-the-minute attendance records, this system enables students to bank "positive time". Banking positive time on an immediate data recall system allows teachers to work with students in establishing long and short-range goals. Banking and goal establishment also reinforces values of thrift and saving for future rewards.

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Part of the success of this program must be attributed to the educational layout. The Learning Center is operated as an "open classroom" structure. The classroom is divided into four general areas: Language Arts, Social Studies, Science, and Math. Each student is given work based on prior assessment of work in the four areas.

Students with deficient academic skills are placed at a grade level below achievement level with quick progression toward actual grade level and more gradual progression afterwards. This is done to ensure that the student receives immediate success. Further consideration in prescription preparation is to bolster any weak skill area, provide exposure to a variety of academic topics, and meet the graduation requirements established by the Salt Lake City Public Schools.

Although students have the privilege of selecting the area they wish to work in, reading, writing, social studies, or math, teachers are careful to encourage students to work in all four areas. However, some students who have self doubts about their ability to perform well in certain areas tend to fixate on subjects they are most comfortable with. Once these students are identified, teachers plan a rather subtle attack which generally starts with a teacher from other areas simply inviting the student to try an assignment with him/her. After multiple invitations the teacher will then utilize the incentive of additional "break time", which has proven to be quite successful. When the student has made the commitment to try another subject, the teacher or a special education tutor key on the student in order to increase the likelihood of an initial success experience.

The Learning Center also attempts to create an atmosphere of community, which hopefully will carry over to a lifetime practice. Every attempt is made to include students in the day-to-day function of the classroom operations in an attempt to allow each student the opportunity to develop responsibility for self and others. Students volunteer to work one day per week in a "checker station" where one student is assigned to a supervisory position over four other students checking the work of those fellow classmates. Other students, who volunteer for computer training, work one day per week on the Classroom Time Bank Computer. Still other students volunteer to supervise the student breakroom, assuming the responsibility for enforcing rules of conduct, due process and general maintenance. Interestingly, the staff has found that many of the students who exhibit the most negative behaviors, when placed in positions of responsibility, perform their duties with surprising enthusiasm and diligence.

Externally-imposed environmental and structural change provides the basic platform from which behavior changes can be made. We, however, realize that this alone is inadequate in the intervention of already patterned non-appropriate behaviors. Realistically, behavioral changes are a lengthy process requiring multiple strategies and time.

Consequences for inappropriate behaviors need to be established and applied in a manner consistent and appropriate to the circumstance and devoid of punitive emotional rhetoric. Furthermore, despite the fact that multiple attempts should be made, students must be made aware that there are some "bottom lines" of absolute imperatives. Staff must also acknowledge that they cannot expect 100% success in working with problem students.

To provide for behavior change, a system of "due process" was adopted. Since the concept of due process is so basic to the model, the entire description of the system follows.

Step I:

1. Using the behavioral management techniques that are compatible with Marmalade High School philosophy, attempts need to be made by the teacher to aid the student in correcting misbehavior (review program rules).

2. A documentation of attempts must be made by the teacher.

Step II:

1. A clinical staffing will be held to discuss attempts at correcting behavior, proposed alternative solutions, and to formulate a time limited-goals oriented treatment plan.

2. A meeting is held with the student and parents, if appropriate, to discuss treatment plan.

3. Documentation on successes, failure, and professional opinions is required on treatment plan.

4. Treatment plan will be reviewed. A revision will be made, if necessary, starting the process over again.

Step III:

1. An evaluation of studnet behavior will take place. Participants of evaluation: Director of program, advocate of student, teacher, parent.

2. Every attempt must be made to involve the parent with this evaluation to discuss a program modification within the school or placement with an outside agency.

3. This will be monitored by the teacher.

Step IV:

1. An evaluation of the treatment plan involving the parent will be reviewed. Participants of evaluation: Director of program, advocate of student, teacher, parent.

2. If student dismissal from program is appropriate, attempt to make a referral will be made.

Due process as a system of behavior change has been studied by Marmalade. During the pilot period of 1983-84 school year, statistical information was generated which focused on comparing the new program format with the operational format of the previous year in an effort to determine structural weakness. The final results were astounding. Average daily attendance rose to 84%, participation rose to just over 92%, and the credit earned increased 32%. With these results also came an enormous increase in referrals to the program. These referrals have more than doubled the student population from the 1983-84 school year.

The new challenge for this model was to evaluate the effect of this system servicing over 100 students. Additionally, we wanted to evaluate the overall impact on student through involvement of Marmalade.

The Frontier Program serves ten to fifteen State Division of Youth Corrections custody students who are classified behaviorally handicapped and in need of both education and counseling.

It is Frontier's philosophy that helping youth develop the primary life skills traditionally instilled by the family and minimizing school-related factors that often contribute to increases in delinquency reduces the related symptomatic behaviors of delinquency, substance abuse, etc., allowing an individual to become responsible, productive and independent.

Frontier is an education and day treatment program which began operation in 1979. The education component is funded through the State Office of Education, Youth in Custody Division, and accredited through the Salt Lake City School District. The Youth In Custody concept may be unique in funding systems available. The State Office of Education provides grants to local school districts in order to enhance educational opportunities to youths in the custody of the state.

The day treatment component is funded and licensed by the State Division of Youth Corrections. The staff consists of one full-time teacher, one full-time counselor, an aide and two consulting psychologists on a part-time basis. The staff-to-student ratio averages one to five!

There are also an additional 15 to 20 youth in custody, students who have been determined appropriate for service in the Learning Center rather than Frontier. Services delivered in this program include:

1. Educational assessment and psychological assessment;
2. Education and special education;
3. Intensive individual and group counseling;
4. Tracking, including some after-hour contact and supervision;
5. Therapeutic recreation; and
6. Vocational assessment, pre-vocational counseling and vocational placement.

The primary goal of this program is to provide a safe, nurturing, educational environment that will foster a warm and personal relationship between Frontier staff and youth, opening the way for staff to aid the youths' ongoing development of life skills such as:

1. Identification with viable role models;
2. Adequate interpersonal skills; and
3. The ability to recognize the limits and expectations inherent in a situation and take personal responsibility to adapt their own behavior to produce constructive results. Broad social skills and life skills such as vocational choices are also emphasized.

A secondary but vital goal of this program is to minimize school-related factors which contribute to the increase of delinquency by:

1. Maximizing academic achievement and success;
2. Strengthening attachments to conforming members of the school community, including the program staff; and
3. Strengthening personal commitment at a school and to education in general.

The objectives of this program will be to provide a broad array of services to each student including:

A. Services to individual youth:
   (1) Educational assessment for each participating youth in order to assure an understanding of individual educational needs;
   (2) Individualized Education and Treatment Plans designed to assure a match between educational and treatment services and individual needs;
   (3) Ongoing vocational counseling to assist the individual in exploring career alternatives, searching for employment,

and learning interactive skills necessary for retaining employment;

(4) Therapeutic recreation to enable participating youth to discover leisure time alternatives, enhance self-confidence and self-esteem, and to enhance interpersonal interaction;

(5) After-hours monitoring, particularly when a youth resists program involvement, in order to facilitate accountability, to assure the public safety, and to advocate, when necessary, for the interest of the youth;

(6) Community linkages for supplemental educational experiences to broaden educational alternatives and to enhance the transition from school to community; and

(7) Counseling and psychotherapy on both an individual and group basis to develop the intra and interpersonal skills of each youth and to instill appropriate and effective problem-solving and decision-making skills.

B. Services to the family in which the family and all significant persons are provided assistance which will enable the youth to meet personal expectations and goals.

C. Service Delivery Methodology.

Frontier provides services through a combined education/treatment system. The interaction between these modes of services promotes an increase in pro-social behavior and educational progression.

The student, as at the Learning Center, receives an individual

assessment of personal, social and educational strengths and weaknesses. Modified "Due Process" and extensive use of the support service provide for a comprehensive attack on the maladaptive behavior system and educational deficit. Tracking and advocacy may be most pronounced in serving these youths, since they avoid or negatively encounter society's institutions most frequently of all Marmalade's clients.

Low staff-to-student ratios are utilized in all phases of Frontier. Recreation, group interaction, peer and authority relationships are all dealt with in a warm therapeutic milieu.

Frontier has an integrated restitution program to assist the youth in paying his debts to the victims of his misbehavior. Youth Corrections and the Juvenile Court provide funds and a vehicle for repayment.

All efforts are aimed at developing within the youth an integrated self concept with positive relationship with others. Adjunctive professionals such as psychologists and recreational therapists are brought into the system to promote the desired results.

The existence of alternative education programs for troubled youth, training for teachers and counselors in successful methods of working with these youth and the private school partnership with public education is extremely important. Specialized programs can change the course of troubled youth.

I would also like to take this opportunity to congratulate the Salt Lake School District for its tremendous concern for its students and their willingness to work with Marmalade to help resolve some troubled student problems.

The CHAIRMAN. Well, thank you. Let me ask you a couple of questions before we turn to Mr. Regnery. What prompted you to start the school to begin with?

Mrs. CLAWSON. Well, actually, the school was started before I came there, but it was a very different kind of school. At the time I came, there was a need in our society, particularly in Salt Lake City, for troubled youth programs, and there was virtually nothing available. I had worked in secure institutions and also in residential treatment centers and saw a tremendous need to try and serve kids prior to their getting into an institution, that perhaps we could reduce the number of students in institutions if we were able to form this kind of a program.

The CHAIRMAN. What kind of resistance did you initially encounter before coming operational in the way that you have described it here today?

Mrs. CLAWSON. Some of the resistance, I think, was in funding. The educational system was somewhat reluctant to turn over a portion of what it saw as its job to a private, nonprofit corporation, and other funding organizations felt education should do it. So we were somewhat caught in the middle. I think that was our primary form of resistance early on.

The CHAIRMAN. Tell the committee how an individualized instructional program works. Is it a teacher-pupil ratio of one-on-one, or just how does it work?

Mrs. CLAWSON. No. We actually have a staff-pupil ratio of approximately one to every six students. The individualized education plan is one where we actually assess exactly where the student is and then begin his academic progress at that level, individualizing all curriculums and all efforts that go into the school for that student. Then the teacher monitors that for each small group of students that go through, with the students helping each other and other tutorial and volunteer staff helping as well.

The CHAIRMAN. I really appreciate your very extensive statement this morning. You summerized it, so we will put the complete statement in the record, as we will for each of our witnesses today. I appreciate the summarization.

I note in your excellent report that one of the methods used is "values clarification." As you may know, quite a number of individuals see this concept as destroying the values system that they feel should be developed by the home and by the family.

My question is, How is your program in this respect different from what some parents object to in the regular school settings?

Mrs. CLAWSON. Well, you are absolutely correct. There are a number of people who see that as a controversial issue. What we have found is that our students have generally not received the kinds of values that most of our youth receive in their homes.

The CHAIRMAN. They are not likely to receive them, either, are they?

Mrs. CLAWSON. That is right. They are not likely to receive them. The families are generally not intact at the point that we receive those students.

The kinds of values that we try to give them are such things as manners and common courtesy and why we have laws in our society and why they protect them as well as other individuals, and how

to take responsibility for their own lives and their own education—just the very, very basic things that most of us learn in our homes.

The CHAIRMAN. Tell us where your students come from. Where do you get these students?

Mrs. CLAWSON. They are referred to us from a wide variety of sources—parents, the school district, juvenile court, the division of youth corrections and the division of social services all send us students.

The CHAIRMAN. Where does the money come from to support the Marmalade Program?

Mrs. CLAWSON. We are funded by the Salt Lake City School District. We have a small contract with Granite School District. We have one with the State board of education, the division of youth corrections, and the division of alcohol and drugs and social services.

The CHAIRMAN. I am really proud of what you have done. I have gone out there, and I have watched it in action, and of course, my experience is limited, but like I say, I am very proud of what you have done.

But if you had to do it over again, how would you do it differently, and how would you help the committee to understand that?

Mrs. CLAWSON. Well, one of the things that I think we were a little bit shortsighted on because we had the privilege of using a building that was provided by Salt Lake City School District, we have never managed to get our own building, and that is one thing I would do differently, so that we had more space and could actually grow at the rate that there seems to be demand for us.

I believe we would have also gone more into the private sector and engendered self-pay students, because there are a lot of kids there that need that kind of help. Some of those kinds of things I would do differently—and may still do.

The CHAIRMAN. I see. Now, as I understand it, you have developed a system for students to not only check on each other's progress, but also to tutor each other. Where do your teachers or counselors fit into that type of an approach or scheme?

Mrs. CLAWSON. Well, the theory is to have students take some responsibility for themselves and also to work with other students, and that by teaching something, you also learn. The teachers then monitor that, and they are actually working with each of the individual students as well as the student who is the tutor or the "checker," in that case. So the teachers are very much an integral part of everything that goes on. There are not students acting totally independently of those teachers.

The CHAIRMAN. Now, because these are troubled kids in some ways, how do you work with unruly behavior or violence? How do you counter violence in the schools?

Mrs. CLAWSON. That is a difficult question. There are lots of problems in schools, although I must say that in the number of years that I have been at Marmalade, what I have actually seen is more and more difficult kids with less and less violent outbursts. At this point, I believe that the structure that we have imposed and the methods which we use to teach have reduced the violence so greatly that we virtually do not have it anymore. We have very

little violence or very little behavioral outbursts, and we are beginning to see that things are generalizing to other circumstances.

So the things we used to do, we do not really have to do anymore, it has improved so dramatically.

The CHAIRMAN. I see. Now, I was impressed with what you call the Frontier Program, and of course, I am always impressed with labels that we place on things. But why did you decide on that particular name for the program, and just tell the committee briefly what you consider that program is designed to do or accomplish.

Mrs. CLAWSON. The Frontier Program was not named for the first 6 months of its existence, and we did not quite know what to name it, so we decided to let the students name it, and they named it "Frontier." They felt like it was a new kind of program for them to be in and one in which they could learn, so they were the ones that came up with the name.

The goals are to work with the most difficult students. These students are either immediately out of secure facilities, or if they fail in our program, will enter secure facilities. So our primary purpose there, is to keep them out of secure facilities.

The CHAIRMAN. OK. Now, you talk about evaluation of programs, I think, in rather general terms, but for example, I did not see in your statement any report or mention of a system for knowing how successful the program is, say, in terms of recidivism, and whether or not the kids are going to return to their old ways before they came to the school.

Now, I recognize your program is relatively new, but are you developing a followup system with these young people?

Mrs. CLAWSON. Yes, we are. And we are trying to do that in cooperation with juvenile court. One of the things that is difficult is to define recidivism—are we talking about gross recidivism, or are we talking about numbers of referrals, how far apart they come, and what kinds of referrals. So we need to get that information from juvenile court, and we have done that to some degree.

What we have noticed is that we are having a harder time getting the information after they leave our school, but while they are in our school, we are able to see a tremendous drop in their referrals to court—sometimes, no referrals during the period of time that they are in our school. And we can keep track of that because we make court reports and can get the information readily.

When they leave our school, it is more difficult to track them and find them, and we would very much like to develop a better system of doing this.

The CHAIRMAN. Mrs. Clawson, I want to tell you how impressed I was when I came out to the school, saw what you do, what your teachers do, the sacrifices that are made, really, the interest of your young people and the way that you have been able to really mainstream these young kids to a large degree out of that school.

So I am very proud of what you are doing, and I think this record today is going to help a lot of people all over the country to get some ideas.

We would be interested in your submitting additional materials if you desire to the committee, to help us to spread all over the country for other schools, other cities, other areas that are having

difficulties—all of which do—because I think they could learn much from what you are doing out there at the Marmalade School.

I just want to tell you how much I respect you for the work that you are doing. It is really wonderful, in my eyes, and we are real happy to have you here today.

Mrs. CLAWSON. Thank you. We will be happy to do that; we are looking forward to it.

The CHAIRMAN. Thank you. We will keep the record open for that purpose.

We will now turn to Alfred S. Regnery, who is the Administrator of the Office of Juvenile Justice and Delinquency Programs for the U.S. Department of Justice.

Al, we are happy to have you here today, and we look forward to taking your testimony at this time.

Mr. REGNERY. Thank you, Senator. I appreciate your including us in this hearing. I think we do have something to add to this subject.

We are strong advocates of alternative programs in our Office and throughout the Justice Department, particularly those programs that involve the resources of the private sector.

I think as we have looked around at the problems that are included in the categories of juvenile justice and juvenile delinquency, we find that very often the private sector can add not only financial resources, but also people that bring a new view about things to the issue and who may be able to ultimately help us get some kind of control over the problems.

You mentioned in your opening statement the problem of crime in schools and dropouts and other things. I think one of the striking elements is the relationship that exists between so many of the problems that children have and ultimately, those children winding up as adults in our prison systems.

Truancy very often leads to children dropping out of school. Working in the missing children area, we find that most reports of missing children to the police are of children who have run away from home, and very often those are children who dropped out of school prior to running away or who had a high degree of truancy. The same children often become delinquent. As children run away from home, again those who have been truant, who have dropped out, very often turn to some sort of crime, and it is usually prostitution, pornography, theft, drug abuse, and dealing in drugs in order to survive.

I do not think there is any question that dealing with these issues as early in a child's life as you can is the most expeditious way of handling it, and again, very often it is the private sector and relationships between the public and the private sector that can provide the resources.

As we look across the array of programs that involve alternatives and private people, we find that generally, those programs can be run more efficiently than they are by the public sector; private groups are often more creative and more innovative. One of the things, particularly in correctional programs, that is recognized among public sector programs is the use of something that has facetiously been called TV therapy, television therapy, which means the children spend most of their days watching television. And as I

will describe in various programs in a minute, usually the alternative programs do not use TV, but involve the children in all sorts of activities, which they did not have access to before and which are the sorts of things that can turn them around.

Private programs are always, of course, less bureaucratic, more flexible, and able to deal with the problems they encounter more easily. Again, they very often bring in more imaginative people. Another problem is that in the public sector—something I think particularly should be brought to the attention of this committee—is the fact that one of the problems in making public sector programs flexible is the problem of public sector unions and the inability of those unions to address problems or to let their people work unusual hours and so on. I will come back to that in a minute.

I want to talk for a few minutes about some of the alternative correctional programs that exist across the country. Those are particularly residential programs for more serious delinquents. And there is a long history in juvenile justice of using private sector and alternative programs, particularly in certain States. I think Massachusetts and Pennsylvania are the two that probably have the best record of those programs.

But we have found that many times those programs are the best to deal with the problems of serious delinquency. For one thing, it is extremely expensive, really, for anybody, but particularly the public sector, to keep a child in a training school. It is estimated that it would cost the taxpayers $25,000 to $30,000 a year per child to maintain them in a training school, and obviously that is a cost which we can ill afford these days.

The alternative programs are very often half that much, or even less than that, for a variety of reasons, and if for no other reason, I think the savings dictates that we should certainly turn to alternative programs where we can.

There is an increasing use across the country of alternative correctional programs. My office is deeply involved in them. We are in the process of setting up three new alternative correctional programs across the country. One of them will be in Virginia and will involve largely a Wilderness Program involving some 75 to 100 kids from the State of Virginia who will be placed in the program run by the Associated Marine Institutes of Florida, to work in the woods, to be educated, to have positive peer pressure, and a number of other things, for a relatively long period of time—12 to 18 months. Another program will be in Cincinnati, run by an outfit called New Life Services. It involves a really innovative program of delinquent young people working in the woods in a lumbering project, where they actually operate a sawmill, where they cut lumber and ultimately manufacture pallets, which are sold to American industry, and is amazingly operated at a profit by the delinquent children. It gives them a great deal of experience in things which ultimately make them employable.

The third program is in New Jersey, run by the RCA Corp. That is the only profitmaking corporation involved.

One of the things that we are doing in this program is to provide a hard-headed evaluation to determine whether or not these programs can be successful in the question of recidivism and efficiency and so on. And, as you mentioned in your question to Mrs. Claw-

son, Senator, oftentimes, we do not really know what the results are of these programs, if for no other reason than it is difficult to keep track of the kids after they get out of the program, and also, often there is not sufficient resources to do an evaluation.

We have let a contract to the Rand Corp. in California to evaluate the programs very carefully, to learn what sorts of recidivism the kids get into after they are released; and also, the efficiency. And I think probably the principal thing that we want to do with this project in terms of helping the rest of the country is to identify the barriers that exist for people getting involved in these sorts of alternative programs—bureaucratic barriers, regulatory barriers, statutory barriers. There is a considerable resistance on the part of many public employees who see alternative programs ultimately taking jobs and other resources away from them. We want to be able to identify the resistance so that if possible, we can help to break them down, to facilitate people becoming involved in alternative programs.

There are also a great many nonresidential alternative programs that can be very successful. One of these, which I just want to talk about briefly, which to us was surprising, was in the area of probation. As you know, some 80 percent of all children coming out of the juvenile court are placed on probation of one sort or another, and very often, unfortunately, that probation is relatively useless as far as doing anything for the benefit of the child is concerned. And we have found, as we have looked across the country, that there is considerable interest on the part of the private sector in becoming involved in youth probation. In fact, we are about to let a contract with an organization to stimulate private sector involvement in probation, both in terms of providing volunteers to work with children, as opposed to probation officers, and also in some cities, actually contracting out the probation services to a private sector organization to provide more efficient services.

One of the industries that we have found very interested in this area is the accounting firms, who are interested in helping the cities deal with their probation on a more efficient basis.

Finally, in the area of schools, you will hear from Mr. Shorthouse in a minute, who has been affiliated with an organization called Cities and Schools, which is a public/private sector partnership arrangement which organizes schools to address the problem of school dropouts, bring the resources of the city into the school to help the kids who are identified as potential dropouts to stay in. It is a program that we have provided a substantial amount of money to and which has been very good about raising money from the private sector and involving people in the corporate world in their program.

One of the things I think that for this committee is interesting is that the reasoning that many people in corporations have found necessitates their involvement is the fact that—and I was having lunch one day with a major financier in New York, who expressed this, I thought, rather well—he said that he was interested because as he goes around the world, he finds that we are in a precarious predicament as far as providing unskilled labor for our industry. And, as he compares our situation with Japan, for example, and Western Europe, he finds that as we have increasing numbers of

dropouts and other kids who are not able to earn a living by doing productive work, that we are ultimately going to be really up against it in competing with those people. And for no other reason, he said—and that obviously is not the only reason he is involved—but he finds that providing corporate industry resources to the area of keeping kids in school so they simply are able to provide employees to corporate America is good for American industry. And I think that is, as I say, if for no other reason, certainly one thing that you want to consider.

I think as you go on with this, that Congress might be well advised to continue to identify the barriers that exist both on the Federal level as well as the State and local levels, to alternatives to the public sector and to the traditional programs, because those barriers very often are so monumental that they discourage people from becoming involved, and I think that if even things such as tax incentives and other incentives might be provided, it would do us all a great deal of good.

If you were to go through the American prison system, I know you would find that most of the people there have had some involvement with the juvenile justice system, and probably considerable involvement. By the same token, many of those people when they were children dropped out of school, were truant, and so on. And I think that as you said yourself, Senator, that if we can get these children at the first instance and maintain them in school, give them an education and so on, if nothing else, it will certainly ultimately reduce our prison population, which obviously would be to the benefit of all of us.

In closing, again, I think I would certainly on the part of the administration encourage anybody who is inclined to become involved in these alternative programs for troubled young people, because I believe that they are the programs that really offer us the most hope as far as dealing with some of the really intractable and serious problems that do exist among young people. It certainly is a problem of overwhelming concern to a great many of us, and we welcome the private sector and those other people from around the country who are interested in becoming involved in these programs to help us out.

Thank you.

The CHAIRMAN. Thank you, Mr. Regnery.

[The prepared statement of Mr. Regnery follows:]

Alfred S. Regnery, Administrator, Office of Junevile Justice and Delinquency Prevention, U. S. Department of Justice, Washington, DC

Taken from previons remarks for the Hearing on Alternative Programs for Troubled Youth for the Senate Committee on Labor and Human Resource October 7, 1985

* * * DESCRIBE REFLECT THESE PRINCIPLES. FIRST OF ALL, WE ARE NOT PUTTING MORE AUTHORITY IN THE HANDS OF THE FEDERAL BUREAUCRACY. OUR PROGRAMS ARE AIMED AT ASSISTING LOCAL GROUPS, VOLUNTEERS, AND STATE AND LOCAL GOVERNMENTS IN THEIR EFFORTS TO REDUCE JUVENILE CRIME. THIS ASSISTANCE COMES PRINCIPALLY IN THE FORM OF TRAINING AND TECHNICAL ASSISTANCE WHICH LOCAL GROUPS CAN USE TO TAKE ADVANTAGE OF WHAT'S KNOWN ABOUT AN ISSUE, AND STILL BE IN CONTROL OF ITS OWN PROGRAM AND ABLE TO ADAPT THE KNOWLEDGE TO THE LOCAL SITUATION.

SECOND, OUR PROGRAMS ARE AIMED AT DELIVERING THE MOST BANG FOR THE FEDERAL BUCK. I'VE TALKED ABOUT THE LINKS BETWEEN TROUBLED FAMILIES, CHILD ABUSE, RUNAWAY KIDS, DELINQUENT BEHAVIOR, AND HABITUAL CRIME. WE TRIED TO DESIGN PROGRAMS TO ATTACK EACH LINK IN THAT CHAIN. WE CONCENTRATED ON GROUPS OF JUVENILES, AND ON SPECIFIC JUVENILE PROGRAMS, WHICH ARE MOST LIKELY TO MOVE THESE KIDS FURTHER ALONG THESE LINKAGES. IN DOING SO, WE PREVENT AS MANY KIDS AS POSSIBLE FROM TURNING TO A LIFE OF CRIME. AND BY CUTTING DOWN ON HABITUAL OFFENDERS, WE'RE PREVENTING THE MOST CRIMES.

THE THIRD PRINCIPLE I MENTIONED--THAT GOVERNMENT MONEY CAN'T SOLVE PROBLEMS--IS ALSO REFLECTED IN ALL OUR NEW PROGRAMS. HOW? WELL, WE BELIEVE THAT PEOPLE--INCLUDING JUVENILES--ARE RESPONSIBLE FOR THEIR ACTIONS. THEY AND THEIR FAMILIES ARE ACCOUNTABLE FOR THEIR MISDEEDS. WE DON'T THNK THAT SOCIAL DEPRIVATION IS AN EXCUSE FOR A CHILD TO TURN TO CRIME. IT MAY EXPLAIN THE CRIME, BUT IT DOESN'T EXCUSE IT.

AT THE SAME TIME, WE KNOW THAT MANY OF THESE CHILDREN ARE IN TROUBLE PRECISELY BECAUSE THEIR FAMILIES HAVE LET THEM DOWN. THE STRUCTURES WHICH SHOULD OFFER THEM SUPPORT--PHYSICAL AND MORAL--ARE NOW HURTING THEM. HOW CAN A CHILD TALK TO A PARENT ABOUT A PROBLEM IF THAT PARENT ABUSED HIM LAST NIGHT? HOW CAN A KID HOPE TO PULL HERSELF UP THROUGH EDUCATION WHEN SHE AND HER TEACHERS ARE AFRAID TO WALK THE HALLS OF HER SCHOOL? HOW CAN A KID GET OFF THE STREETS IF THE ONLY PERSON OFFERING HIM HELP IS A PIMP OR A DRUG DEALER?

NOW, GETTING BACK TO MONEY NOT SOLVING PROBLEMS. OUR NEW PROGRAMS ARE TRYING TO STRENGTHEN THE STRUCTURES WHICH ARE SUPPOSED TO PROTECT CHILDREN FROM A TOUGH LIFE, A LIFE THAT

COULD LEAD TO CRIME. WE AREN'T BUILDING NEW STRUCTURES. WE'RE LOOKING FOR WAYS TO REBUILD A STABLE FAMILY SITUATION FOR A DELINQUENT IN TROUBLE. FOR WAYS TO SPREAD TECHNIQUES ABOUT SAFETY IN SCHOOLS. FOR WAYS TO LET A KID BUILD CONFIDENCE IN HIMSELF, AND IN HIS ABILITY TO COPE WITHOUT TURNING TO CRIME AND VIOLENCE.

WE WANT TO PROTECT THESE CHILDREN UNTIL THEY CAN STAND ON THEIR OWN TWO FEET.

LIGHTS DOWN
TROUBLED FAMILY
GENETIC LINK
ABUSE
MISSING CHILDREN
HOTLINES
VANDALISM, PUNISHMENT IN SCHOOLS, LONELINESS
RUNAWAY

YOU'VE HEARD THE NUMBERS. LET'S START WITH THE FIRST LINK, THE TROUBLED FAMILY. WHAT ARE WE DOING AT THIS LEVEL? WE KNOW WE CAN'T REACH ALL TROUBLED KIDS, SO WE'RE CONCENTRATING ON THE ONES WHO HAVE ALREADY BEEN IN THE JUVENILE JUSTICE SYSTEM. OFTEN, THEY'RE IN FOSTER HOMES AS A RESULT OF FAMILY PROBLEMS, INCLUDING ABUSE AND NEGLECT.

LONELY KIDS
KID DRINKING
CHILD ABUSE KID

A JUDGE MUST MAKE DECISIONS ABOUT WHAT TO DO WITH THESE KIDS. THE JUDGE NEEDS FACTS TO MAKE THAT DECISION. THE CHILD CAN GO BACK TO HIS FAMILY, BUT THE FAMILY MAY BE ABUSING HIM IN SOME WAY. THE CHILD CAN BE PLACED IN THE

FOSTER HOME, BUT THERE MAY BE OTHER ALTERNATIVES SUCH AS A HOME WITH RELATIVES. BUT THE SYSTEM AS IT NOW EXISTS CANNOT FIND THOSE THINGS OUT. THE POLICE CERTAINLY DON'T HAVE TIME. THE LAWYERS DON'T HAVE TIME. THE PROBATION OFFICERS AND SOCIAL WORKERS MAY HAVE A LOAD OF 50 TO 70 CASES. WHO, THEN, HAS TIME TO DEVOTE TO THESE KIDS?

CASA
SLIDES
CASA LOGO
SLIDE

TO SOLVE THIS PROBLEM, WE ARE FUNDING THE COURT-APPOINTED SPECIAL ADVOCATE PROGRAM. THE ACRONYM THERE IS C-A-S-A, CASA, WHICH AS YOU KNOW MEANS HOME IN SPANISH. I LIKE THAT ACRONYM A LOT MORE THAN OJJDP.

GENERAL CITY SHOT - LOTS OF PEO.

THESE SPECIAL ADVOCATES ARE VOLUNTEERS; WE ARE NOT CREATING ANOTHER EXPENSIVE BUREAUCRACY HERE. ANY CITIZEN IN GOOD STANDING CAN BE A CASA VOLUNTEER. IN FACT, I URGE ALL OF YOU TO BECOME CASA VOLUNTEERS. WE NEED A MILLION OF THEM. LITERALLY, A MILLION. CASA HELPS THE COURTS MAKE THE BEST POSSIBLE DECISION FOR THE CHILD--IF POSSIBLE, TO GET THE CHILD OUT OF FOSTER CARE AND BACK TO HIS PARENTS. IF THAT

GOAL ISN'T POSSIBLE OR GOOD FOR THE CHILD. CASA HELPS FREE THE CHILD FOR ADOPTION INTO A LOVING CARING FAMILY.

PARENT & CHILD - LOVING RELATIONSHIP

CASA VOLUNTEERS HAVE A CASELOAD OF ONE OR TWO KIDS. THIS LETS THE VOLUNTEER FOCUS ON THE FACTS OF THE CASE. THE VOLUNTEER CAN TALK TO THE KID'S PARENTS, TEACHERS, NEIGHBORS, AND FRIENDS. HE CAN FIND OUT THE SPECIFIC CIRCUMSTANCES THAT EXIST IN EVERY CASE THAT MAKES A KID UNIQUE. THE CASA VOLUNTEER IS AN ADVOCATE--HE MAKES SURE THAT THE COURT HAS THE FACTS ABOUT THE CHILD. AN INVESTIGATOR--HE OR SHE HAS TIME TO REVIEW ALL THE REPORTS AND THE PAPERWORK, CONDUCT THE INTERVIEWS, AND FIND OUT WHAT'S WRONG WITH THIS KID'S ENVIRONMENT. A MONITOR AND FACILITATOR, TO SEE THAT ALL PARTIES HAVE FULFILLED THEIR DUTIES TO THE CHILD...AND TO THE COURT.

2 ADULTS TALKING
EXT., INT.- AT DOOR

COURTROOM

CASA PLAYS A CRITICAL ROLE FOR CHILDREN AT RISK. PARENTS WHO ABUSE THEIR KIDS WILL STOP DOING IT IF THEY KNOW THE CHILD HAS AN ADVOCATE TO PROVE TO THE COURT THAT THE CHILD IS IN A BAD ENVIRONMENT. TEACHERS WILL BE MORE CONSIDERATE TO A CHILD WHO HAS A PERSON TRULY INTERESTED IN HIS PROGRESS. JUDGES CAN REMOVE A CHILD FROM A FAMILY IF FACTS UNCOVERED BY

ABUSED CHILDREN

CLASSROOM SITUATION

CASA can show and prove that the family is hurting the child's health and development.

CASA office shots
State MO map
Long-term foster care
Down 37%
Map of states

We know that CASA works. For example, there have been preciptious declines in long-term foster care where CASA programs are working. In a CASA program in Missouri, long-term care dropped 37 percent in nine months. We have CASA programs in 26 States. We want them in all the States, and soon.

Abuse & neglect
Second link

The second link in the chain--the runaway and exploited child--is also being addressed by one of our new initiatives. We call this the National Center for Missing and Exploited Children, the NCMEC. (Back to the impossible acronyms.) The center is located here in Washington; it provides many services for helping missing and abducted children, the families of these children, and the law enforcement agencies, which become involved with them.

Nat'l center
Estab. shot bldg.
Office interior
Sign in lobby
Computer banks
Pamphlets

This program involves citizen participation, but under tragic circumstances. The center is the result of the hard work and dedication of

SHOT OF ADAM	ADAM'S FATHER. ADAM WALSH IS THE LITTLE BOY
ADAM'S DAD -- ON PHONE	WHO WAS ABDUCTED IN 1981. WHEN MR. WALSH BEGAN THE SEARCH FOR HIS BOY, HE MET FRUSTRATION AND
NEWSPAPER ARTICLES	CONFUSION. POLICE DEPARTMENTS AND FEDERAL AUTHORITIES HAD NO STANDARDIZED WAY TO TRACK
SHOT OF FAMILY PHOTO ON DESK	MISSING KIDS, AND NO WAY TO HELP PARENTS COPE WITH THE PAIN OF LOSING A CHILD.
C/U LICENSE PLATES DIS TO POSTER W/ C/U KID	WE SPEND MORE MONEY PER YEAR SEARCHING FOR MISSING AUTOMOBILES THAN WE DO SEARCHING FOR MISSING CHILDREN.
EXT. POLICE DEPS	LAW ENFORCEMENT AGENCIES HAVE MANY
INT. POLICE DEPS	RESPONSIBILITIES. BUT THEY'VE BEEN WOEFULLY INADEQUATE IN DEVELOPING STANDARD PROCEDURES FOR DEALING WITH THE MISSING CHILD. A KID ON
GANG SHOTS	THE STREET IS A NUISANCE TO A COP ON THE BEAT.
SMILING COP SILHOUETTE	BUT DON'T BLAME THE POLICE. NO ONE HAS DEALT HEAD-ON WITH THIS PROBLEM BEFORE. NO ONE COORDINATED INFORMATION ABOUT MISSING KIDS
INDEX FILE NCMEC	BEFORE THE NATIONAL CENTER FOR MISSING AND
COMPUTERS	EXPLOITED CHILDREN.
COMPUTER BANKS	FAMILIES OF MISSING CHILDREN CAN GET ADVICE TO
FAMILY COUNSELING SHOT INTENSE ADULTS TALKING (INT--OFFICE)	DEAL WITH THE PAIN OF UNCERTAINTY. AND THEY GET ASSISTANCE, IN THE SEARCH, WHETHER THE CHILD WAS ABDUCTED OR RAN AWAY.

	THE CENTER HELPS LAW ENFORCEMENT AGENCIES, TOO.
COP TALKING WITH JUVENILES - . "LINKS" SLIDE	FOR EXAMPLE, IT SHOWS POLICE HOW TO MAKE A STRIKING POSTER ABOUT A MISSING KID. IT TEACHES POLICE TO RECOGNIZE WHEN A RUNWAY IS A VICTIM OF ABUSE, AND HOW TO GET HELP FOR THAT CHILD. IT HELPS LAW ENFORCEMENT AGENCIES TO UNDERSTAND THE LINKS BETWEEN THE RUNAWAY CHILD AND THE CRIMES OF THEFT, DRUG ABUSE, PROSTITUTION, AND PORNOGRAPHY.
BROCHURES ADS FOR <u>NATIONAL CONVENTION</u>	ON THE NATIONAL LEVEL, THE CENTER HELPS TO COORDINATE INFORMATION ABOUT MISSING AND EXPLOITED CHILDREN, AND MAKE NATIONWIDE EFFORTS FOR THESE KIDS MORE EFFECTIVE.
WHAT ARE CITIZENS' GROUPS? CHURCHES JUSTICE	MOST IMPORTANTLY, THE CENTER COORDINATES THE WORK OF LOCAL CITIZENS' GROUPS, PRIVATE AND RELIGIOUS ORGANIZATIONS, AND GOVERNMENT AGENCIES, ALL OF WHOM ARE CONCERNED ABOUT RUNAWAY AND EXPLOITED YOUTH. THE CENTER WILL CONDUCT NATIONWIDE AWARENESS CAMPAIGNS TO LET FAMILIES KNOW WHAT TO DO IF A CHILD IS MISSING.
FAMILY SCENE	OF COURSE, THE FAMILY IS THE PRINCIPAL INSTITUTION IN WHICH A CHILD IS DISCIPLINED AND

/S SCHOOL VANDALISM (FROM G-W PREP)

SOCIALIZED. THE SECOND IS THE SCHOOL. LIKE THE FAMILY, THE AMERICAN SCHOOL IS IN TROUBLE. A RECENT DHHS STUDY FOUND THAT 2.4 MILLION HIGH SCHOOL STUDENTS PER MONTH ARE VICTIMS OF THEFT IN THEIR SCHOOLS, AND 28,000 PER MONTH ARE PHYSICALLY ATTACKED. FORTY PERCENT OF ROBBERIES AND 36 PERCENT OF ASSAULTS ON TEENAGE VICTIMS OCCUR IN THE SCHOOLS.

PRESIDENT

AS PRESIDENT REAGAN SAID, "...TO GET LEARNING BACK INTO OUR SCHOOLS, WE MUST GET VIOLENCE AND CRIME OUT."

EXT. ESTAB. BLDG.
INT. OFFICES

TO DO THIS, WE FUNDED THE NATIONAL SCHOOL SAFETY CENTER IN CALIFORNIA. THE NSSC, LIKE THE NCMEC, SERVES AS A RESOURCE CENTER. IT COORDINATES NATIONAL EFFORTS TO ASSIST EDUCATORS, LAW ENFORCERS AND THE PUBLIC TO RESTORE OUR SCHOOLS TO BEING SAFE AND TRANQUIL PLACES OF LEARNING. IT DOES THIS BY HELPING THESE LOCAL GROUPS REMOVE VIOLENCE, DRUGS, AND VANDALISM FROM OUR SCHOOLS.

COVENANT HOUSE
PIC.
GIRLS ON STREET
BEAT UP

IN ADDITION TO THESE CENTERS, OUR OFFICE IS FUNDING DEMONSTRATION PROGRAMS TO GET TEENAGE PROSTITUTES OFF THE STREETS. FATHER BRUCE RITTER RUNS COVENANT HOUSE IN NEW YORK CITY.

FATHER RITTER IN HOUSE EATING IN CAF. SINGING, PLAYING GUITAR HOUSTON, MIAMI CITY SCAPES (MR. CUSTER 952-4146 P.G. COUNTY RESIDENT	COVENANT HOUSE GIVES THE KID A CHANCE TO STRAIGHTEN OUT HER LIFE WITHOUT WORRYING ABOUT FINDING MONEY TO PAY FOR HER NEXT MEAL. IT TRIES TO BREAK THAT LINK BETWEEN RUNNING AWAY AND THE BEGINNINGS OF CRIMINAL ACTIVITY. FATHER RITTER BEGAN HIS WORK AND WAS SUCCESSFUL AT IT LONG BEFORE WE GOT INVOLVED. THE OJJDP NOW PROVIDES FUNDS TO PUT A COVENANT HOUSE IN SEVERAL OTHER BIG CITIES. WE THINK IT'S A GREAT PROGRAM. WE WANT TO SPREAD THE WORD ABOUT IT UNTIL PRIVATE AND VOLUNTARY ORGANIZATIONS PICK IT UP AND START FUNDING SUCH HOUSES THROUGHOUT THE UNITED STATES.
COCKY KID KID IN FRONT OF JUDGE ELDERLY ON THE STREETS	THE NCMEC AND CONVENANT HOUSE ARE PROGRAMS WE FUND TO PROTECT CHILDREN WHOSE FAMILIES NO LONGER CAN. ON THE OTHER HAND, AS I'VE SAID BEFORE, WE WANT KIDS TO UNDERSTAND THAT THEIR MISFORTUNE DOESN'T GIVE THEM ANY RIGHT TO BREAK THE LAW. WE FEEL SORRY FOR CHILDREN WHOSE BACKGROUNDS CONTRIBUTE TO THEIR CRIMINAL ACTIVITY. BUT WE FEEL A LOT MORE SORRY FOR THE VICTIMS OF THEIR CRIMES. WE SPONSOR 41 RESTITUTION PROJECTS IN 28 STATES. RESTITUTION

ANDALISM
ROBBERY

EXAMPLE ??
(OFFICE IN DC?)

KIDS BEHIND BARS

HAPPY FAMILY
HAPPY SCHOOL

JUDGE EDUCATION

IS LITERALLY PAYMENT IN SOME FORM BY THE OFFENDER FOR THE DAMAGE AND PAIN CAUSED TO THE VICTIM. IN THE PAST, OJJDP FUNDED PROJECTS WHICH WERE MORE FOR REHABILITATION. SINCE 1981, WE STRESS THAT THE VICTIMS MUST BE REPAID--WE WANT JUVENILES TO KNOW THAT THEY WON'T GET A BREAK IF THEY BREAK THE LAW. THEY'LL PAY. THESE RESTITUTION PROGRAMS TEACH KIDS THAT THEIR CRIMINAL ACTIONS HURT OTHER PEOPLE. WE THINK THEY HELP STOP KIDS FROM TURNING FROM STATUS OFFENDERS TO MORE SERIOUS CRIMES.

I WANT TO STRESS THIS DISTINCTION AGAIN. OUR PROGRAMS ARE AIMED FIRST AT CHILDREN WHOSE TRADTIONAL MEANS OF SUPPORT AREN'T STRONG ENOUGH.

IN THIS REGARD, WE SPONSOR SEVERAL PROJECTS WHICH WE CALL LAW-RELATED EDUCATION, L-R-E. (LARRY?) AS THE NAME IMPLIES, THESE PROJECTS TEACH ELEMENTARY AND SECONDARY SCHOOL STUDENTS THE NATURE AND METHODS OF THE CRIMINAL JUSTICE SYSTEM. WE WANT CHILDREN TO UNDERSTAND THAT, IF THEY ARE IN TROUBLE, WE WILL PROTECT THEM. BUT IF THEY BREAK THE LAW, WE WILL PUNISH THEM.

IDS BEFORE JUDGE
KID W/GUN

WE WANT TO PROVIDE PROTECTION FOR THESE CHILDREN. BUT IF THEY TURN TO CRIME, WE WANT TO MAKE SURE THAT JUSTICE IS DONE.

CENTER FOR COM. CHANGE

FOR KIDS WHO HABITUALLY COMMIT VIOLENT CRIMES, WE HAVE INSTITUTED THE VIOLENT JUVENILE OFFENDER PROGRAM, VJOP. WE HAVE PROGRAMS IN 15 BIG CITIES. AND THEY ARE AIMED AT GETTING VIOLENT JUVENILES OFF THE STREET. THESE ARE THE OFFENDERS WHO HAVE GONE BEYOND OUR ABILITY TO PROVIDE PROTECTION FROM UNFORTUNATE CIRCUMSTANCES. THEY HAVE ALREADY PASSED OVER TO A LIFE OF CRIME. THEIR NEED FOR PROTECTION IS OVERSHADOWED BY THE COMMUNITY'S NEED FOR SAFETY.

PARK SCENE
ELDERLY ON BENCH
CHILDREN'S PLAYGROUND

THE VJOP RESTRICTS PLEA BARGAINING AND DOES NOT PERMIT AUTOMATIC DISMISSAL OF CHARGES AGAINST HABITUAL OFFENDERS.

LONELY KID
BEHIND BARS
C/U - TOUGH KID

THESE POLICIES MAY SEEM HARSH, BUT THEY ARE NECESSARY. THIS DOESN'T MEAN, HOWEVER, THAT WE HAVE GIVEN UP ON HABITUAL OFFENDERS. IN FACT, THE PROGRAMS I'M ABOUT TO DESCRIBE TO YOU ARE SOME OF THE MOST EXCITING AND CREATIVE IDEAS THAT HAVE ENTERED THE JUVENILE JUSTICE SYSTEM

FOR A LONG TIME. WE HAVE RECENTLY BEGUN A PROGRAM CALLING FOR PRIVATE SECTOR ALTERNATIVES TO THE INCARCERATION FO YOUTH.

WE AGREE WITH THE ONGOING CRITICISM OF USING JAILS, TRADITIONAL JUVENILE INSTITUTIONS, AND FOSTER HOMES FOR OFFENDERS. THEY'RE BUREAUCRATIC, AND THEY DON'T GIVE A YOUTH A CHANCE TO GROW IN CONFIDENCE AND SELF-RESPECT.

VISION QUEST

SEVERAL CORPORATE AND NON-PROFIT ORGANIZATIONS HAVE FOR SOME TIME OFFERED ALTERNATIVES TO INCARCERATION FOR DELINQUENTS. THE OJJDP IS NOW URGING STATES TO USE THESE KINDS OF GROUPS FOR HABITUAL JUVENILE OFFENDERS. WE OFFER GRANTS TO SOME OF THEM TO GET STARTED. I'LL DESCRIBE TWO OF THESE TO YOU: VISION QUEST AND ASSOCIATED MARINE INSTITUTES.

VISION QUEST PICS MAP

C/U KIDS "IMPOSSIBLE TO HANDLE"

VISION QUEST'S MAJOR PROGRAM IS A WAGON TRAIN. YOU HEARD ME RIGHT, A WAGON TRAIN WITH HORSES AND COVERED WAGONS, CAMPFIRES AND COWBOY HATS. THESE TRAINS TRAVEL ALL AROUND THE COUNTRY WITH KIDS WITH REPUTATIONS OF BEING IMPOSSIBLE TO HANDLE IN A HOME OR IN A CORRECTIONAL INSTITUTION. MAYBE YOU'VE SEEN ONE, THEY PASS THROUGH WASHINGTON, TOO. ONCE A KID IS PUT INTO THE CUSTODY OF VISION QUEST, HE IS

ASSIGNED TO A TRAIN. MOST YOUTHS TRAVEL FOR ABOUT 2,000 MILES, 3 TO 4 MONTHS, BEFORE MOVING ON TO ANOTHER OF VISION QUEST'S PROGRAMS. DURING THAT TIME, THE YOUTH TAKES PART IN ALL THE WORK WHICH KEEPS THE WAGON TRAIN MOVING. AND HE IS EDUCATED. FIRST HE IS EDUCATED IN USEFUL THINGS LIKE NOT GETTING KICKED BY A HORSE OR A MULE. HE LEARNS THAT IF HE DOESN'T BUILD A FIRE HE WON'T HAVE A HOT MEAL. THAT A HORSE WON'T MOVE IF HE THROWS A TEMPER TANTRUM.

ONCE HE LEARNS THESE THINGS, WE'VE FOUND THAT HE BECOMES MORE SUCCESSFUL IN LEARNING ACADEMIC SUBJECTS. HE HAS AN INCREASED ATTENTION SPAN, AND CAN FOLLOW INSTRUCTIONS BETTER. AFTER HE COOPERATES WITH OTHER PEOPLE IN KEEPING THE WAGON TRAIN MOVING, HE BECOMES MORE COOPERATIVE WITH HIS TEACHERS.

AND THESE KIDS ARE GIVEN RESPONSIBILITY, OFTEN RESPONSIBILITY FOR EACH OTHER'S VERY LIVES. THEY LEARN IF THEY DON'T HITCH A WAGON PROPERLY, THEY MAY WRECK THAT WAGON. THAT IF THEY DON'T PUT A SADDLE ON RIGHT, THEY COULD FALL OFF THAT HORSE AND GET HURT.

ANOTHER THING THEY LEARN IS THAT THEIR INSTRUCTORS AND SUPERVISORS ARE TRYING TO HELP THEM. THEY WORK WITH THEIR INSTRUCTORS IN KEEPING THE TRAIN MOVING, RATHER THAN AGAINST THE CORRECTIONAL OFFICERS IN AN INSTITUTION.

AMI
70
SLIDES;
VARIOUS
SHOTS

LIKE VISION QUEST, ASSOCIATED MARINE INSTITUTES IN FLORIDA PUTS JUVENILE OFFENDERS IN A HARSH ENVIRONMENT AND PRETTY MUCH LETS THEM FEND FOR THEMSELVES. THEY DO USEFUL PROJECTS, LIKE CLEARING SWAMPS, PLANTING MARINE VEGETATION, AND KEEPING BOATS IN GOOD WORKING ORDER. THEY WORK CLOSELY TOGETHER AND WITH NATURE, EVEN PARTICIPATING IN SCIENTIFIC RESEARCH PROJECTS. AND THEY DO ALL THIS IN A STRUCTURED ENVIRONMENT, WITH LOTS OF SUPERVISION AND COUNSELING.

NOW, AMI TAKES VERY SERIOUS OFFENDERS. THEY HAVE HAD RAPISTS AND ATTEMPTED MURDERERS THROUGH THEIR PROGRAM. AND IT'S A TOUGH PROGRAM. FOR EXAMPLE, STUDENTS GET POINTS FOR WORK COMPLETED AND FOR GOOD BEHAVIOR. IF THEY'VE BEEN GOOD FOR FOUR OR FIVE MONTHS, THEY GET TO SLEEP IN AN AIR-CONDITIONED TRAILER INSTEAD OF A TENT IN THE SWAMP.

WHAT THESE TWO PROGRAMS HAVE IN COMMON ARE AN UNPARALLELED SUCCESS RATE. AT THE AMI, ONLY 18 PERCENT OF THE GRADUATES HAVE HAD ANOTHER RUNIN WITH CRIMINAL JUSTICE SYSTEM. COMPARE THAT TO PROFESSOR WOLFGANG'S ESTIMATE THAT 80 PERCENT OF HABITUAL OFFENDERS WILL END UP AS ADULT CRIMINALS. ONE-HALF OF AMI GRADUATES RECEIVE A HIGH-SCHOOL DIPLOMA, EVEN THOUGH THEY COME INTO THE PROGRAM WITH LESS THAN A NINTH GRADE SKILL LEVEL.

I THINK YOU'LL AGREE THAT THESE PROGRAMS ARE A MUCH BETTER ANSWER TO JUVENILE CRIME THAN LOCKING THESE KIDS UP IN PRISONS. WE SEE THEM AS PROVIDING AN ENVIRONMENT WHICH RESPONDS TO

GRIMACING FACE

BOTH OUR POLICIES OF JUSTICE AND PROTECTION. FIRST, AND MAKE NO MISTAKE ABOUT IT, THESE ARE TOUGH PROGRAMS. THESE KIDS ARE BEING PUNISHED FOR THEIR CRIMES, AND THEY KNOW IT. BUT AT THE SAME TIME, AND PERHAPS FOR THE FIRST TIME IN THESE CHILDREN'S LIVES, THEY ARE LIVING IN AN ATMOSPHERE OF CONCERN, COOPERATION, AND RESPECT.

LIGHTS UP

SO, THESE ARE SOME OF THE PROGRAMS WHICH WE HAVE INSTITUTED IN THE PAST FEW YEARS. (IT DOESN'T ACCOUNT FOR MOST OF OUR MONEY.) MOST OF OUR APPROPRIATION, ABOUT 42 OF OUR 70 MILLION

DOLLARS, GOES TO FORMULA GRANTS TO THE STATES. THIS MONEY IS USED TO ASSURE STATE DEINSTITUTIONALIZATION OF YOUTHFUL OFFENDERS. MOSTLY, IT'S USED TO KEEP YOUTHS OUT OF ADULT PRISONS. NOW WE SUPPORT THIS GOAL, BUT FRANKLY THE RUSH TO DEINSTITUTIONALIZATION HASN'T DONE MUCH TO PREVENT JUVENILE CRIME. IN FACT, STUDIES HAVE SHOWN NO DIFFERENCE IN RECIDIVISM RATES BETWEEN INSTITUTIONALIZED AND DEINSTITUTIONALIZED YOUTHS. FRANKLY, WE DON'T THINK IT DOES THAT MUCH GOOD, SINCE IT JUST GETS KIDS OUT OF THE PRISONS AND BACK ONTO THE STREETS, WHERE THEIR PROBLEMS BEGAN.

WE THINK YOU HAVE TO DO MORE THAN JUST KEEP KIDS OUT OF JAIL. WE THINK YOU HAVE TO HELP REBUILD THEIR LIVES FOR THEM, BY RETURNING THEM TO A LOVING, DISCIPLINED ENVIRONMENT. THE

FLAG NAMES

PROGRAMS I HAVE DESCRIBED ARE MEANT TO DO JUST THAT. ACHIEVE THAT GOAL.

LET ME SUMMARIZE FOR YOU THE CURRENT POLICIES AND GOALS OF THE OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION. FIRST, WE SEE IT AS OUR DUTY TO PROVIDE PROTECTION FOR CHILDREN WHO, FOR WHAT EVER REASON, HAVE LOST THE TRADITIONAL STRUCTURES OF SUPPORT WHICH HELP MOST YOUTHS TO BECOME DECENT, LAW-ABIDING

CITIZENS. WE SEE OUR OFFICE AS THE ADVOCATES OF LAST RESORT FOR THESE TROUBLED CHILDREN. PROGRAMS LIKE CASA, NCMEC AND THE NSSC ARE EXAMPLES OF OUR EFFORTS TO HELP CHILDREN WHOSE ABSENCE FROM TRADITIONAL, DISCIPLINED ENVIRONMENTS MAKES THEM POTENTIAL VICTIMS OF CRIME. WE WANT TO PROTECT THESE CHILDREN.

SECOND, WE REALIZE THAT SOME JUVENILES MAY HAVE GONE BEYOND SOCIETY'S ABILITY TO RESCUE THEM FROM A LIFE OF CRIME. FOR THESE YOUTHS, A BASIC SENSE OF SOCIAL JUSTICE AND PUBLIC SAFETY REQUIRES THAT WE PREVENT THESE KIDS FROM COMMITTING MORE CRIMES. THEY ARE NO LONGER THE VICTIMS, THEY ARE THE CRIMINALS.

FINALLY, WE WANT TO ACHIEVE THESE GOALS IN COMPLIANCE WITH THE PRINCIPLES OF GOVERNMENT WHICH PRESIDENT REAGAN PROMISED THE AMERICAN PUBLIC TO FOLLOW. WE THINK WE AT THE FEDERAL LEVEL CAN AT BEST ACT AS A GUIDE AND COUNSELOR FOR LOCAL AND STATE GOVERNMENTS, VOLUNTARY ASSOCIATIONS, AND INDIVIDUAL CONCERNED CITIZENS. THESE ARE THE PEOPLE WHO IN THE END WILL SOLVE THE PROBLEM OF JUVENILE CRIME IN AMERICA.

EDITOR'S NOTE: In the interest of economy and due to printing limitations, a publication published by the U.S. Department of Justice entitled "Topical Bibliography--Alternatives to Institutionalization (Juvenile)," and additional exhibits supplied to the Committee were retained in the files of the Committee.

The CHAIRMAN. Let me turn to Neil Shorthouse at this particular point. He is the executive director of Exodus, Inc. and the Cities in Schools Program in Atlanta, GA. I am intrigued by what you have to say, as well, Mr. Shorthouse, so we welcome you to the committee at this time.

Mr. SHORTHOUSE. Thank you very much, Mr. Chairman. We are happy to be a part of these hearings, and are certainly appreciative of you and your colleagues' interest in these kids.

My comments today center on the Cities in Schools Program, which Al Regnery referred to, and particularly Rich's Academy, which is a unique educational program coordinated by Rich's department store, the Atlanta public schools, and our local organization in Atlanta, called Exodus, Inc., which is affiliated with the National Cities in Schools Program.

In 1982, we approached Rich's, which is a division of Federated Stores, a national retailing concern operating stores in about 12 cities in the United States—Bloomingdale's is one of their more famous stores, although the chairman of Rich's says his profits are better.

Regardless, we asked them for money. We had just lost our Federal funding, and we were desperately in need of funds. So we went to Rich's and asked them for funds, and rather than make a contribution as we had requested, they offered to locate one of our projects inside their downtown store. They had extra space, as do many downtown retailing establishments, because of the proliferation of suburban malls, so they allowed us to put a school in their downtown store. Several reasons were the basis of their decision. One was that they had the space. Two, they felt that the Atlanta public schools were committed to what Cities in Schools was doing. They felt encouraged by the support of a reputable institution—the school system. Three, they felt like it made for a good opportunity for their own employees to be involved on a volunteer basis, and that has happened extensively. Four, they had an in-store security system, as do all downtown retailing establishments. They know what the security needs are, and by having their own system, they felt like they could deal with a high-risk youth population by virtue of the existence of their own security system. And then, also, Rich's has had a longstanding commitment to human service in the community. They are excellent citizens of the community.

So we set up the school and have been operating this school for the past 3 years. Now, this is one part of several operations that we have in Atlanta.

Let me just say for the record that the Cities in Schools approach attempts to bring together at the educational location several resources from within the community to work with these kinds of kids. Those can be people from the boys' clubs, or people from the juvenile court, or people from the housing authority, people involved in employment programs. The issue is that no one institution and no one agency can relate to the complicated needs of these kids. You have to have a combined effort.

All of us here in this room have all kinds of problems, and no one person can help us to solve all those problems, so we cannot expect one single agency to solve all the problems that youth have got. So the sensible thing to do is to try to provide a cooperative

relationship with as many providers as possible, and that is exactly what Cities in Schools is about, trying to bring together into the school environment a variety of resources. It does not make much sense for us to approach a 15-year-old child who has multiple problems, and, one, ask him to identify those problems, two, ask him to research the community to find out who is in the business to help him with those problems, or three, to expect him to go around the community to find out how he can set up an appointment and then follow through. It just does not make any sense, and yet in America, that is pretty much the way the human service business is conducted. We are asking youth who have problems to do things that most of us adults have a difficult time doing.

As somebody once said, you need a Ph.D. in systems to try to figure out how to get help. Well, it should not have to be that way, because the schools in most States have compulsory attendance laws that require kids to be there up until the age of 16 and could allow for the provision of special services at the local schools, so that these kids can be receiving the kind of help that they need.

By locating supportive services at the schools agencies are able to work together and get help for themselves. It is not fair to ask a person who is a medical service worker of some type, a nurse, or even a counselor, to try to deal with the problems of employment and try to deal with the problems of housing. If, for example, a social worker encounters a youth with some form of mental health problem or some other problem, the youth is probably going to have other problems that go with that, and it is frustrating for a service worker to try to have to solve all of those problems, in addition to the one that they are particularly skilled in handling. So, by teaming up with other professionals, they create a team approach which makes life a lot more enjoyable and a lot easier, and certainly enables the job to get done in a lot more efficient manner by having everybody working together.

Parenthetically, regarding student violence, I want to say that in the 15 years that we have been involved in this business—and we have never turned down a referral from the juvenile court, and we have had kids involved in our programs that have done everything from stealing cars to killing people—we have never had an incident of a child attacking a teacher.

Now, I realize that in your comments earlier, you alluded to 6,000 assaults per month against teachers. I certainly realize that we have not had all of the worst kids in the world to deal with. But I think that some responsibility for the violence in the classroom problem is related to the creativity and overall success of classroom teachers. I do not know what the research has been into this matter. But I would hazard a guess that in every school there are favorite teachers, and they are favorite for a couple of reasons. One of the reasons they are favored is because they really care about the kids; their reputation is known. Second, they are excellent teachers, and they go that extra mile. Every teacher in America who does that kind of thing is underpaid.

Those kinds of teachers, I would guess, are not the ones who are being attacked by these youth. There may be some instances of that, but I do not think they would number in the tremendous and outrageous proportions that you alluded to earlier. We have never

had that problem. Granted, the size is to our favor. But also in our favor is that we are setting the system up so that it can work. It is not fair to ask a classroom teacher to deal with hunger problems, to deal with employment problems, to deal with parental problems, to deal with housing problems, and that is exactly what we are asking many teachers to do. Every day, when youth with serious problems walk into school, they bring their problems with them to that school and this can create problems in the school. So what we need to do is to give our classroom teachers some help, and we can do that by arranging for agencies and other persons who deal with problem youth to be on hand in the schools with the teachers. This is what Cities in Schools does.

Let me mention also that this project could not work without the strong and outstanding support of the business community. When business people put up the money, put up the time and put up the effort, as program managers, we listen to them a little more carefully, so they have a lot more to say about what we do because of their involvement. I think if business wants to do more, they will also find themselves in the position of having more leverage on what is done with these kinds of programs.

The pride of authorship and ownership to some extent gives you the right to be able to say and do a lot more.

In addition to outside support and participation, we have found—and I think this was alluded to earlier by Mrs. Clawson—that you must have have firm and consistent leadership on the part of your staff in order to control discipline. If you are yourself out of control as a teacher, you are going to have a tremendous problem trying to control these kids.

You must have excellent teachers. You cannot allow teachers who do not want to be there teaching problem youth and second, they must know the subject matter. We have good teachers, and because of having good teachers, we get better results.

But other things remain critical, and one is that the noneducational human service agencies, those people who are not part of the teaching establishment, have got to say to themselves, "We have a responsibility for what goes on in school." If I am operating a boys' club, I cannot be happy with some of the statistics that you mentioned earlier today about school violence. Even if I do not have problems even though maybe I do not have that in my agency as the boys' club director, I have got to be concerned about what is going on in the schools. I cannot publish my annual reports and feel good about what I am doing while the schools are having all kinds of problems. We have all got to own the problems of these schools, everyone.

The second thing that has to happen is that the schools—have got to be open to help.

In the past, and even in some cases today principals of schools do not want people in their schools looking around and seeing what is going on. The reason they do not want people in their schools looking around and seeing what is going on is because there is a lot of chaos and mismanagement going on. And until principals are open to partnerships in these schools—and fortunately, in Atlanta, we have a very creative superintendent of schools, who is open to having outside agencies and forces come into his schools, he has

been able to deal with the problem in a lot more creative way than those superintendents who are trying to say that there are not any problems here. Schools have got to be open to allowing other people to help, and that includes the business community being permitted to come in, as well as the human services agencies.

So, it is a combination of agencies taking ownership for the problems of youth in the schools as well as in their agencies, and the schools being open to have the help that the agencies want to provide.

Picking up in a point made by Al—that there ought to be some way to increase business incentives, perhaps there are some tax breaks that can be constructed so that businesses will want to get more involved. But must get the business community more involved.

And finally, I think the way programs are structured, and the way Government funding is set up, the concept of cooperative participation is essential if the programs are going to work on any kind of a widespread basis.

I have seen many grant proposals, RFP's, over the course of being in this business—and by the way, we are 100 percent local-funded, and have no Federal money in the Atlanta programs—but over the years, many RFP's talk about "What are you doing with other agencies? How are other agencies coordinated into your program?" And generally, most people write very lofty statements about what all is going on in terms of agency participation. But I do not think it amounts to much. There needs to be some teeth in those kinds of RFP's that are written, so that agencies will get used to working together instead of building parallel systems that do not have much integration.

[The prepared statement of Mr. Shorthouse follows:]

WRITTEN TESTIMONY FOR SENATE EDUCATION COMMITTEE
SENATOR ORRIN HATCH, CHAIRMAN

DELIVERED BY NEIL SHORTHOUSE
ATLANTA CITIES IN SCHOOLS PROGRAM
OCTOBER 7, 1985

INTRODUCTION

First, let me extend my appreciation to you Senator Hatch and to your colleagues for your interest in and commitment to the needs of young people in this country who are having difficulty in completing their education and in finding and maintaining employment.

My comments today center on the Cities in Schools program and on Rich's Academy, a unique educational program coordinated by Rich's Department Stores, the Atlanta Public Schools and the Atlanta Cities in Schools Program.

In 1982, Cities in Schools approached Rich's, a division of Federated Stores, Inc., for a contribution of funds to support the Atlanta program. Rather than make the requested contribution, Rich's offered to locate a project within its downtown store. Rich's decision was based on several factors that it felt made for a good fit:

- The availability of space in the downtown store;
- The commitment of the Atlanta Public Schools to the Cities in Schools program;
- The opportunity to use store employees in the Cities in Schools volunteer program;
- The existence of an in-store security system; and,
- Rich's long-standing commitment to community service.

SENATE TESTIMONY ON RICH'S ACADEMY PRESENTED BY NEIL SHORTHOUSE
OCTOBER 7, 1985

PROJECT FOCUS

Cities in Schools' purpose is to find ways to maintain youth in school and assist them in finding and continuing employment. The Rich's Academy project enrolls young people that have been unsuccessful in their regular school experience. The school population is comprised of students who have dropped out of school; who have been referred by the juvenile court as a condition of their probation; who have been at-risk of dropping out of school and/or were behavior problems at their regular school and were referred by their school principal. Most students enter the program on the basis of word of mouth referrals of friends and of parents of other students in the project.

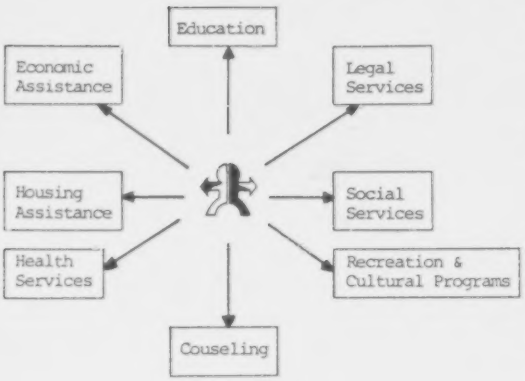
The design of Rich's Academy, like all Cities in Schools projects, centers on bringing together the world of education (via the Atlanta Public Schools) and the world of youth social services at the school site. In this way youth receive direct access to most of the social services they need at the school. On page 3 the Cities in Schools system of service delivery -- such as that employed at Rich's Academy -- is presented, along with the traditional service system design.

The success of Rich's Academy is made possible from this approach because students are treated as whole persons and agency staff are able to work more closely with each other and to meet their own agency objectives in the process.

This first drawing illustrates the traditional structure of youth service delivery. The resources are uncoordinated. Most important, this structure requires the student both to determine what the youth needs and to locate the resources available to meet those needs.

FIGURE 1

Present Fragmentation in Service Delivery



LACK OF COORDINATION --
the client is unable to get comprehensive needs met in one place.

LACK OF PERSONALISM --
the client is constantly meeting new people and is unable to build relationships.

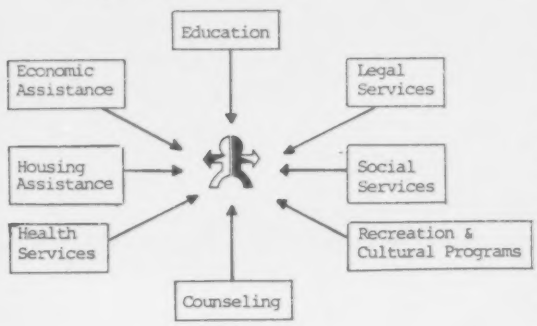
LACK OF ACCOUNTABILITY --
no one is held responsible for failure nor rewarded for success.

LACK OF MORALE --
both client and staff get discouraged by lack of results.

Figure 2

Cities in Schools Service Delivery Design

This illustration describes the Cities in Schools concept -- taking the resources of the city into the schools. All personnel continue to be employed by and accountable to their respective organizations, but when they go to work, they go to the school where their "customers" by law are required to be. There they team up with teachers and integrate the total effort.



COORDINATION --
is provided.

PERSONALISM --
is achieved and fostered.

ACCOUNTABILITY --
is created with both the workers and the students.

MORALE --
is strengthened.

SENATE TESTIMONY ON RICH'S ACADEMY PRESENTED BY NEIL SHORTHOUSE
OCTOBER 7, 1985

PROJECT IMPACT

Rich's Academy has been operational for three years. During that time the following general data has been observed:

	1983	1984	1985	TOTALS 3 YEARS
Average Daily Attendence	85.4	86.9	87.6	86.6%
Percent of Students Passing GA Basic Skills Test	N/A	45.0	52.5	48.75%
Full or Parttime Jobs Obtained	33	62	55	150
Students Earning Diplomas	30	25	21	76

OBSERVATIONS AND RECOMMENDATIONS

- High risk youth respond positively through the personal concern of staff professionals.
- Strong support from Rich's management has proved essential to the success of Rich's Academy.
- Firm and consistant leadership on the part of the staff is essential for student discipline and growth.
- skilled teachers with a commitment to the total needs of the students and the educational development is demanded.
- Non-school youth serving agencies must be willing to participate in the educational process in order to improve on their service delivery and must structure staff objectives that allow for in-school activity.
- Schools must seek cooperative partnerships with resources outside the school system to be successful with high risk students.
- Government funding of programs relating to high risk youth should be granted on the basis of agency cooperation.
- The business community should be encouraged to participate directly in education and employment programs of high risk youth.

The CHAIRMAN. Well, thank you. I appreciate your testimony. Let's now turn to Judge Garff, who I really do consider as one of the leading juvenile justice authorities in the country, if not the leading juvenile justice authority, one who has worked with these problems for more than a quarter century, who literally understands what is going on.

We are very happy to have you take the time from what we know is an important schedule to be here today.

Judge GARFF. Thank you, Senator. I appreciate the honor of being here and being asked to participate in this hearing.

I would like to just make one statement to put it in perspective. I have been a juvenile court judge in Salt Lake City for over 26 years now, and I think if anyone has a right to be discouraged with young people, or disillusioned in them, I do. But I want to state publicly for the record that I am not disillusioned in them. I think this present generation of young people is probably more productive and better adjusted, in many regards, than any previous generation. They have a lot of demands made upon them, they have a lot of problems to resolve and to deal with, and most of them deal with them very effectively—with the help of dedicated people like the people you see here in your hearing today.

Utah is faced with a unique and considerable challenge in the next few years, because unlike most of the States in the country, we have an expanding child population. For example, in 1983, in grades 7 through 12, which is the age group we are primarily concerned with in the juvenile court, the enrollment in the public schools in the State of Utah was 150,180. This year, it was 157,857, and in 1989, it is expected to be 183,319. So that points out the tremendous problems and challenges that all youth providers and youth-serving agencies are going to have in the next few years.

Thirty-seven percent of our State's population is under 18; 45 percent of the homes in Utah have children who are under 18 in them; 31 percent of those arrested for offenses that would be crimes if they were adults, were committed by juveniles; 24,000 juvenile offenders were referred to the courts in 1983, and about half of those were in the district over which I preside.

So, with the status offenders, the delinquents, possession of alcohol, neglect, and other matters, in 1983, we were dealing with close to 44,000 referrals to the juvenile court.

Of the crimes, the felonies, the misdemeanors, and also if we lump in there with them the status offenders, the statistics show that 27 percent of those young people were either in special alternative educational programs or were dropouts from school.

Another interesting statistic is that 53 percent of these young people had parents that were either divorced, separated, or at least one was deceased.

So that says something to the makeup of the family structure.

The philosophical approach of the juvenile court in Utah in dealing with the presenting problems has been primarily a commitment to treatment and rehabilitation, recognizing also that punishment and court-ordered sanctions can be a part of the treatment process, and we use it in that manner. We also have a very real responsibility to the community to protect them from those violent offenders who prey upon them. But we also approach our task with

the basic concept of individualized justice, that each child has specialized needs, that these needs must be met on an individual basis, whether it is at home or in the schools or in the community.

Those needs are present day-in and day-out, and they require satisfaction on a daily basis. The rejection, the neglect, the abuse, both physical and sexual, that we deal with, the sense of not belonging anywhere, can cause irreparable damage to these young people in a very short period of time, unless we intervene to correct some of those problems and meet those needs.

If children are deprived of the basic entitlements of love, security, stability—and I emphasize stability—and an opportunity to grow and obtain knowledge, then they are children who are victimized by their parents and by society, and as victims, they enter a state of limbo.

I think probably the greatest frustration I have had as a judge over the years has been the lack of dispositional alternatives available in dealing with these youngsters. If we are committed to the concept that children should be dealt with on an individual basis, then that implies that we have to have alternatives or resources in the community to deal with each one of these specialized needs.

About 7 or 8 years ago the juvenile court judges in the State of Utah were concerned about the functioning of our secure institution, the Utah State Industrial School. We had at one time 350 juveniles committed to that institution for secure care. We were concerned about the lack of resources in the community, the lack of remedial education programs. Everywhere we turned, we were short of resources. So we asked the Governor to appoint a task force to study the problem of inadequate resources, which he did, and I was a member of that task force. We studied the problem and came up with some recommendations, one of which was to break off from the welfare department, the division of youth corrections, which would have sole responsibility for dealing with youngsters after court intervention and to place them in community resources and programs and also to supervise the secure facilities.

We also committed to the concept of deinstitutionalization. We went from a large, secure institution with 350 beds down to, at the present time, two decentralized facilities—one in Ogden, and one in Salt Lake City—each at 30 beds. We are in the process of building another one in Cedar City, a southern Utah community, of 10 beds.

So at the present time, we have gone from 350 beds down to 60, and it will soon be 70 secure beds. What that implies is we could not have done that unless we had developed community resources to deal with the juveniles out in the community. And as Mr. Regnery has pointed out, that is a much more efficient way to deal with delinquents, not only from the standpoint of emotional cost, but obviously from dollar costs, also.

In the educational process—and I think that is what we are primarily concerned with here today—I would like to make this observation. I think it is important that we fuse into the educational process social concepts, values, standards, community standards, and I think with the young people that I am seeing—and Mrs. Clawson referred to this—it does not exist. These are young people who come to the courts with a family that has disintegrated or is highly disorganized and dysfunctional; basic concepts, basic stand-

ards such as honesty, integrity, respect for authority, respect for other people, obedience to the law, are concepts that many of them, most of them, do not have; they have not been exposed to them. We are talking about families that, as indicated in the statistics, where 53 percent of them come from single-parent families. I am not suggesting that just because it is a single-parent family, that the children will become delinquents, but I am suggesting that it is obvious that with two parents, the possibility of parenting more effectively is there, and we have to consider that as part of the problem, not only in the juvenile courts, but in the educational process.

The basic standards and concepts that you and I had and our fathers and mothers had, are missing in most of these families that I am dealing with in the juvenile courts. The sense of meaning and human existence, the feeling of value and worth in others—does not exist with these kids. Schools can no longer teach the basic educational subjects, reading, math and language skills, because this other compartment is lacking in these kids' backgrounds.

I think it is important in any remedial education program, that valve clarification be a part of it, and that is one of the things that we have seen in the Marmalade Frontier Program. Whether you call it "value clarification" or something else, it is where they infuse, and I am not talking about some of the "moral" value systems that are individualized and conceptualized within families themselves, generally accepted standards and norms in the community of honestly and respect into the educational process. Where this does exist in educational resource, it enhances the teaching of basic skills of reading, language, math, and they are quickened and realized in these young people.

Eighty percent of the children parading through my courtroom are anywhere from 2 to 4 years' academically retarded, and that has to be a significant factor in their antisocial behavior. It is not coincidental that the most violent offenders in our juvenile system also have the poorest school performance.

Let me just mention a couple of the efforts, in addition to the Marmalade Frontier School, that Utah has made.

Both Mr. Regnery and Mr. Shorthouse have alluded to the importance of attendance, and the truancy problem. We developed a truancy intervention program in the second district juvenile court with the Granite school district, which is the largest school district in the State of Utah. We did this reluctantly, because it meant that we were opening our doors to more status offenders, and the OJJDP Office does not like that, nor do we, particularly because we do have many other very serious problems to deal with. But in this program, we designated a referee, who is a judicial hearing officer, and referred all of the truancy matters to him. He requires the parents, the children and school staff to be present. This can only be done after the schools and the parents have made, under our law, earnest and persistent efforts to deal with the problem.

They come to his courtroom, they discuss what the expectations are as far as attendance is concerned, what the school's role will be, what the parents' role will be, and then he reviews this case every 2 weeks to see how they are performing.

This has been an effective program and has decreased truancy with these youngsters by 30 percent.

School districts have some other alternative programs that they have devised, largely through what we call our youth in custody program started about 5 years ago. The State of Utah, which I think is probably also unique, has appropriated—this year, $3½ million for this program. We also received $156,000 Federal funds. This is to continue special educational programs, alternative programs for children who are in custody.

The Federal funds are limited since the child must be in an institution for at least 30 days before they qualify for the program utilizing these funds. But the State funds are more flexible in that these funds may be used for any child who is in the custody of a State agency. That is good, but we think that those funds ought to also be available to youth who are on probation. Probation is supervised by the juvenile court, administered by the juvenile court in our State, and we feel that the young people on probation also have special educational needs that need to be addressed.

The greatest opportunity for meaningful intervention in the life of a child is in his own community, within his own family, and it does not make sense to remove a child from his own birth environment to more expensive, out-of-home placements before he can access one of these specialized educational programs.

Every child, whether he is a delinquent, or a neglected child, or a mainstream child in the school system, is entitled to an education that addresses his/her individual strengths, deficits and needs.

Just one comment on Mr. Regnery's comment that probation is relatively useless. I would like to take issue with that. Our probation figures in our district showed that we had a 70-percent success rate. The recidivism rate was 30 percent on those who completed the probation program in our juvenile court district. We thought those were pretty impressive figures, and we asked the National Council on Crime and Delinquency to do a study to verify this. They received a grant from Mr. Regnery's office for this purpose. For the past 3 years now the NCCD has been studying our probation program and the final report is almost completed. They also evaluated the community resource programs for chronic, serious offenders that Youth Corrections developed as alternative programs to secure custody.

There are 22 different private programs that are funded through Youth Corrections. The preliminary indications are that the statistics will show these programs are far more successful in the rehabilitation and treatment of juveniles than are secure facilities. It will also show that if there is intensive probation—and I am talking about an intensive program that involves at least weekly contact with a probation officer who is skilled in counseling the child and the parents, and it also involves a special educational program that meets special needs—and if there is followthrough on this intense level, then it may be successful. If it is not up to that level, if it is only cursory supervision, then Mr. Regnery is right, it is useless or ineffective.

I would like to just say this about Marmalade, in conclusion. The school provides a complete learning experience. It fills the void that I alluded to earlier regarding values clarification, where the lack of standards and value systems with in a family can be devel-

oped within the educational system. It provides structure where parents have either failed or abdicated that responsibility.

It also has been a resource to the juvenile court, with many of our probationers. Just as an example, 8 months ago, I had two juveniles who were referred to that program. One of them was charged with assault with a deadly weapon, and the other with aggravated robbery. The assault with a deadly weapon, to illustrate the problem, involved a boy who went to a food store, had a disagreement with the clerk over some foodstamps; he went home, got his father, they came back, and both of them assaulted the clerks, several clerks in the store, with large pop bottles. I think that illustrates the point I was making about parents and the lack of standards and values or proper example, in the home.

In any event, both of these youngsters were referred to Marmalade/Frontier. They have been in that program for 8 months. They have progressed well academically. There have been no behavior problems with them. We have not had them back in court, other than for reviews to see about their progress. And I would suggest that probably, if the public school officials knew of their records, they would not even accept them into the mainstream schools, and even if they had accepted them, I do not think they would have been able to succeed in that kind of educational environment, because of the deficits in their own home environments and the lack of values.

I believe that it is through the cooperative efforts of the court and community resources such as Marmalade/Frontier that it is possible to change behavior, to restructure values, and to establish individual responsibility to the community.

The CHAIRMAN. Thank you, Judge Garff.

[The prepared statement of Judge Garff follows:]

REMARKS OF JUDGE REGNAL W. GARFF

BEFORE THE SENATE FULL COMMITTEE ON

LABOR AND HUMAN RESOURCES

DELIVERED ON OCTOBER 7, 1985

My named is Regnal W. Garff. I am the Administrative Judge in the Second District Juvenile Court in Salt Lake City, Utah. I have been a juvenile court judge for twenty-six years in that community. There are presently four judges and a referee assigned to the Second District Juvenile Court. This District serves three counties with a population of approximately 700,000 people.

In order to place my remarks in proper context, I would like to just briefly sketch some demographics for the State of Utah. These are based on 1983 statistics, contained in the Annual Report of the Utah State Juvenile Court. Because most of the juveniles handled by the Juvenile Court are in the age group covering grades 7 thru 12, I would like to cite the state school enrollment figures, past, present, and projected. 1983: 150,180; 1984: 153,512; 1985: 157,857; 1989: 183,319.

37% of the State's population is under eighteen. 45% of the homes in the State have children under eighteen. The average number of children in a family is 3.66. 31% of those arrested for crimes in the State were juveniles. There were 24,000 criminal offenses by juveniles, about half of those occurred in the Second District Juvenile Court area. Status offenses, possession of alcohol, neglect, and traffic matters accounted for the balance of 43,770 referrals or offenses to the Juvenile Court in 1983.

430 youth were charged with serious felonies against persons, which include aggravated assault, forcible sexual abuse, robbery. 31% were in a special alternative school programs or were drop-outs. 53% came from homes where the parents were divorced, separated or deceased.

Property felonies, such as burglary, theft, vehicle theft and forgery account for 84% of all felonies reported to the court, and are 15% of the total reported criminal offenses. There were 3,983 property felony referrals to the Court. Of those involved in these offenses, 27% were in a special alternative school program or were drop-outs. 52% of the children came from families where the parents were either divorced, separated, or deceased.

In the other felony category, public order felonies, such as distribution of drugs, fleeing a police officer, obstructing justice, there were 248 referrals. Of these 33% were in special alternative school programs or were drop-outs, and 55% of them came from homes where the parents were divorced, separated, or deceased.

Of those committing misdemeanor offenses, 27% were in special alternative school programs or were drop-outs. 54% came from families where the parents were divorced, separated, or deceased.

There were 5,630 status offenses referred to the Court (acts illegal for youth only). However, it should be noted that in Utah, it is against the law for juveniles to possess tobacco and half of the status offenses were for this reason. There were 917 referrals for habitual truancy. Of those referred for status offenses, 28% were in special alternative school programs or were drop-outs. 52% of the parents were divorced, separated, or deceased.

In broad strokes, this gives you some perspective as to the nature of the problem.

I would like to now just briefly explain the structure of the Juvenile Court in Utah and its philosophy. It is a court of limited jurisdiction, on the same level as the courts of general trial jurisdiction. It has exclusive, original jurisdiction over children under the age of eighteen: (1) who have committed offenses that would be crimes if committed by an adult; (2) are neglected and dependent; (3) in defiance of earnest and persistent efforts on the part of parents and school authorities, are habitual truants; (4) are beyond the control of parents and are endangering their own welfare, or have run away from home. In this latter category, the child must first be referred to a Youth Services agency, who must then make earnest and persistent efforts to resolve parent-child conflicts before referring the case to the juvenile court for hearing. (5) It also has concurrent jurisdiction with adult courts for traffic offenses.[1]

The Court is committed to the concept of treatment and rehabilitation, but also recognizes that punishment and court imposed sanctions are a necessary part of the treatment process; that the public also has a right to be protected from dangerous juveniles who continually prey on the community. Basic to the Court's approach is the concept of individualized justice: looking at each child separately to determine the underlying problems and what course is best suited to correct that problem. The Declaration of Independence not withstanding, children are <u>not</u> created equal, and it is this

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[1] 78-3a-16, 16.5, Utah Code Annotated, 1953, as amended.

very fact which gives them their own individuality; it is this inequality which demands that their needs be met on an individual, independent basis, whether this be in the home, at school, in a group situation or on a one-to-one relationship. We must remember that children's needs are present every day, day in and day out, and require satisfaction on a daily basis. Rejection, neglect, abuse, the sense of not belonging anywhere can cause irreparable damage in a short period of time, unless palliative measures are implemented. Children who are deprived of the basic entitlements of love, security, stability, and an opportunity to grow and obtain knowledge, are children who are victimized by their parents and society, and as victims, enter a state of "limbo." According to the dictionary, "limbo" is "a place or state of oblivion to which persons or things are relegated when cast aside or forgotten." In medieval latin it was a region on the border of Hell, a place for those who never had a chance; barred from heaven through no fault of their own. For many of our children today, limbo is accurately descriptive. To be in limbo would mean to be in a state of stagnation and isolation; a situation where nothing is happening to meet the child's basic needs or to prepare the child for his future role, and where his psychological growth and development is mired down. Every day a child remains in limbo is a day he has lost forever, and if he loses too many of these days, he may never be able to make them up.

Our responsibility for prevention requires a major commitment to see that our children never get into limbo; our responsibility for treatment and rehabilitation requires a major commitment to extract them from this morass. I remind you that limbo can be anywhere, at home, at school, at church, in an

institution, in foster homes, or in a Juvenile Court. It is any place where there is no positive contribution to that child's growth and development. It also relates to any underlying condition affecting his well-being: inadequate, vascillating parents, too crowded classrooms, understaffed Juvenile Courts, unfair legal restrictions, poor communication with meaningful adults, violence in the streets, poor law enforcement, ad infinitem.

Over the years, my greatest frustration as a juvenile court judge, has been the lack of resources and dispositional alternatives to deal with the many faceted problems of the children coming before me. Too often the choice was that of the lesser of two evils, sometimes substituting State neglect for parental neglect because of the deficiencies in, or lack of, alternative programs. As a result, we found in Utah several years ago that our one secure institution for juveniles, the State Industrial School, which incidentally was a coeducational facility, had 350 juveniles in it. Many of those incarcerated were status offenders. At one time it had the reputation of being the best remedial education resource available, which was a sad commentary on our schools. But because education was viewed as such a critical component to successful adjustment, it was a very real temptation to commit solely for that purpose. Many of those who were retained in the institution for long periods were kept there in order to bring them up to speed academically. But obviously, the negatives to this type of placement far out-weighed the benefits. The situation was untenable, and therefore, the juvenile court judges became committed to the concept of de-institutionalization and brought pressure to bear on the governor and other community leaders to form a task

force to develop alternative programs to incarceration. As a result of this, the Division of Youth Corrections was formed, and there began the development of community-based alternative programs for the entire state. It was a commitment to keep youth at home and in their own community, which effort has been nationally recognized. I have attached hereto a brief description of these various alternatives and their cost, for your information. (Exhibit 1) In addition, it was determined to sell the State Industrial School, which was located in a prime real estate development area of one of our larger communities, and decentralize the secure facilities, thus permitting youth to remain in closer proximity to their homes when institutionalized. Two thirty-bed institutions were built, one in Ogden and one in Salt Lake City. A third ten-bed facility is presently under construction in Cedar City, a small community in the southern part of the State. Thus there has been a reduction in secure beds from 350 to 70. It is projected that another 20 or 30 bed facility will be needed in the near future as population grows and delinquency increases. Because of the increased community resources, the court has greater dispositional flexibility to address individual needs of youth and can reserve use of the secure facilities for the chronic serious offender who is truly a danger to the community. Through a grant from the Office of Juvenile Justice and Delinquency Prevention, Mr. Regnary's agency, the National Council on Crime and Delinquency has been involved in a study the past two years to evaluate the effectiveness of these community based programs and also of the probation program administered by the Juvenile Court. Preliminary information indicates that the community based alternatives are far superior, as far as changing the attitudes and behavior of delinquents, than is the secure

institution, and of course the expense involved, aside from the human cost, is substantially less. It is interesting to note that in the secure custody institutions mentioned above, the educational component is outstanding as far as facilities and student-teacher ratio. In spite of that, the opportunity for growth and development that results from quality education is stunted because of the restricted environment, little or not opportunity for a free interchange of ideas with a wide spectrum of diverse youth, severely structured experiences, both social and educational, and the lack of educational options which are available to juveniles attending other "less endowed" programs in their communities. It is rather remarkable that Utah has been able to reduce the secure institution population so significantly in spite of the rising delinquency rate, due to the large child population in the State. That this population continues to grow, which is a phenomenon not found in any other state, will truly tax our resolve for more and varied resources. The fact that we have been able to keep the concept of de-insitutionalization viable is a credit to the community and its commitment to youth, and also to the patience and understanding of the citizens in the State. It is also a magnificent commentary on the dedication of the professional staff in the Juvenile Courts and Youth Corrections and other agencies serving troubled youth.

You will note that during my remarks I have repeatedly alluded to education and the family. We recognize that these two institutions, together with religious influence, have the primary responsibility for developing socialization skills and acceptable attitudes and value systems. If any one

of these is deficient, then the responsibility becomes only that much greater on the remaining two. From the statistics previously mentioned you will note that it is obvious that the "traditional" family is fast becoming non-existent in a large segment of our child population. The stability and security classically associated with the two-parent family is, for half the juveniles coming before the court, no longer present, and what does exist devolves primarily upon a single parent. Even when there are two parents, too often both must work in order to maintain an adequate standard of living. More and more children exist in a state of limbo because of the lack of supervision and no sense of belonging; qualties that are present in the traditional family, as we knew it, but is no longer present to the same degree in the newly evolving familiy. This isn't to say that because a child has both parents working or exists in a single parent home that he or she will become a delinquent, but it is obvious that the quality of parenting a child receives will generally be enhanced if there are two parents present in a stable home situation.

As to public education, it needs to be partially evaluated in this regard: Whether or not there are profound and basic human issues that affect the lives of individuals, and ultimately the lives of society, that are being seriously neglected, and what, if any, of this should be the responsibility of public education. If homes, schools, and religion are failing to develop a profound sense of meaning in human existence, and a genuine capacity for investing life with meaning, value and worth, as is so often the case with the juveniles that pass through the Juvenile Court, how can this be changed? If one or two of these institutions abdicate this responsibility, should the

other fill the void? There is a term, inductive education, which is described as fusing into the educational process standards, values, social concepts and responsible behavior. We are failing to fuse these qualities into the educational process for a variety of reasons. The sense of meaning in human existance, a feeling of value and worth to others, the teaching of moral values is no longer present to the degree it once was. Schools no longer "induct" fundamental values of the community into the child. Also, the spontaneous socialization of children by the old-fashioned family, neighborhood, and village has disappeared, as have so often the concepts of love of God, family, and humanity. But should the schools be saddled with this responsibility? We must recognize that as far as meaningful time with children is concerned, the schools by far and away have the greatest input. We have asked the schools to carry the burden of desegregation; we have asked the schools to feed our children hot lunches and even hot breakfasts, and this has come about because of a mass abdication or resignation by those individuals over institutions of society who have had primary responsibility. We must also realize that the formative processes in the life of a child must take place at a very early age if the inductive educational processes are to be realized. If others refuse to assume their responsibility, then it leaves only the schools to pick up the task at an early enough age for it to have any real meaning. Perhaps this is an unfair burden to require of schools, and many segments of the community would object for a variety of reasons, and yet, as we look at those few instances where the educational institution has assumed this responsibility, we find that the learning process itself, as far as the basic skills are concerned, reading, writing, language, mathematics,

are also enhanced and quickened. Therefore, it is obvious that all of these factors, all of these concepts, are closely interwoven and the educational process has to go on in all three of these basic institutions. Because it is so often not taking place, we find over a third of our children dropping out school, and even of those who finally do graduate, many are functionally illiterate and unemployable. Can you imagine the frustration, the feeling of helplessness, and ultimately that of rage, born of frustrated entitlement that a child must feel when he is unable to even read a job application or fill it out because the educational system has failed him!

Eighty percent of the children parading through my courtroom are anywhere from two to four years academically retarded. That has to be a significant factor in their antisocial behavior. It is not coincidental that the most violent offenders in our Juvenile System also have the poorest school performance. I want to stop at this point and reemphasize that I am not criticizing the educational system exclusively for these problems, because certainly there are other causes in society for much of the anti-social, violent behavior we are seeing, but since today we are looking at the role of education I am placing some emphasis on this particular aspect of responsibility. Certainly there are many causes for the violence in our schools; violence that has required the hiring of security guards; that has necessitated paying "combat pay" to some teachers who are at risk from dangerous juveniles in the school.

Every one of the high schools in the Salt Lake area have "Resource Officers," who, fact, are police officers/deputy sheriffs who are assigned to

the high schools to help maintain order as well as develop positive relationships between students and law enforcement.

I would like to comment now upon some of the approaches that we have utilized in the Salt Lake area and in the State of Utah to address these problems.

Recognizing that it is impossible to educate a child unless he is present, and because Utah Law gives the Juvenile Court jurisdiction after the schools and parents have made earnest and persistent efforts to keep the child in school, the Court, in conjunction with the Granite School District, which is the largest school district in Utah, having an enrollment of 67,000 students, devised a truancy intervention program--a cooperative venture between the school and the Court. Utah has a mandatory attendance law until eighteen years of age. At sixteen it is possible for the Board of Education to release a child. The truancy intervention program was developed based on the following concepts: (1) Without the possibility of enforcement, the mandatory attendance law was meaningless; (2) Consequences and rewards have little affect unless they are closely related in time to the behavior and/or imposed immediately; (3) Habits are more easily changed if dealt with early rather than after they become chronic; (4) Enforcement should be placed in the hands of the legal system rather then turning school personnel into law enforcement authorities, which only alienates students further; (5) That parents, for the most part, are concerned about their children and their behavior, but many of them lack the parenting skills necessary to deal effectively with their child's behavior; (6) Parents who have lost control

of their children can be effective when they are given back-up from an authoritative source and when they are given an opportunity to learn, develop, and use basic management skills; (7) Non-attendance of students increases if not addressed and youth find themselves further and further behind in their studies, which develops a feeling of being overwhelmed, which increases the avoidance phenomenon and adds to the chronic nature of the truancy; (8) Once truancy is chronic, children tend to use their newly found spare time becoming more delinquent, abusing drugs more frequently, becoming sexually active, and become a drain on society rather than being a constructive influence. Simply stated, once the schools have determined that they can no longer be effective in maintaining attendance, and have made earnest and persistent efforts, a referral is made to the Juvenile Court and the matter is brought before the Referee of the Court on a petition alleging habitual truancy. The Referee uses fines, work hours, which are commonly administered through the schools by assigning special homework, make-up time, or physical labor; probation, and a minimal use of special residential programs, such as detention, to try to deal with the problem. The student and their parents are required to appear bi-weekly before the Referee to report on attendance and other conditions previously ordered. The Granite School District also provides a Truancy School, which in essence forces parents to involve themselves in parent training. It is held two hours a night for three weeks and teaches the parents and children how to effectively use rewards and consequences to change behavior, how to set reasonable goals, how to use rewards and consequences to achieve these goals, and how to negotiate together so that conflict is eased in the home. In other words, basic parenting skills are taught at the school. The success of this program, since its inception in 1982, is detailed

in Exhibit 2 attached hereto. In summary, for school year 1984-85 only 4/10 of 1% of the students in Granite School District were referred to the Court, to-wit: 275. Truancy among the habitual truants that were referred to the Juvenile Court decreased by 30%. This says nothing about the impact the program had on other students who were aware of it and upgraded their attendance in order to avoid court intervention. The Granite School District developed other alternatives and intervention techniques/strategies which are described in detail in Exhibit 3 attached hereto. But the results of all of their efforts in these programs since they were adopted, in part, commencing seven years ago, shows that the drop-out rate has dropped from 4.2 per thousand students (527 students) in 1977-78, to 1.91 per thousand (344 students) in 1984-85. The Court has been reluctant to become too involved in truancy programs because of the great time demands that it places upon staff, and with the increase in delinquency and neglect referrals, including a substantial increase in sexual and physical abuse of child, it has been difficult to meet the requests of the school districts. In addition to the Granite School District there are five other school districts within the Second District Juvenile Court boundaries. Jordan School District has 65,000 students; Salt Lake City School District - 25,000; Murray School District - 5,000; and the other two districts are in rural areas who have smaller enrollments. The four largest district all utilize the Truancy Intervention Program.

For the past two years the State of Utah has appropriated several million dollars each year to educate youth in custody. This current fiscal year the appropriation was for $3,347,000. This was augmented by $156,000 federal

money from the Department of Educationn. This money is distributed to school districts, state agencies and to private providers who apply and qualify with programs designed to meet the individual educational needs of children who are in custody. Federal regulations require that the youth must be in custody, in an institution, for at least thirty days and must be most in need. The State appropriations is more flexible and only requires that youth be in the custody of a State agency. Statewide there are approximately 400 youth in the custody of Youth Corrections, and about 1,600 in the custody of the Division of Family Services. About one half of these 2,000 youth are involved in Youth in Custody educations program, and these programs vary significantly, reflecting the individualized approach. A coordinating council was created by statute[1] with the responsibility to plan, coordinate and develop guidelines for the education of youth in custody. It includes representation from Juvenile Court, Youth Corrections, Division of Family Services, Detention, community based alternative program for delinquents, State Board of Education and local school districts. (See Exhibit 4) The Juvenile Court would like to see this program expanded to include children who are on probation, who are, in a sense, in custody and need to have access to the specialized educational programs and alternative schools that have been developed for specific children. Thus far we have been unsuccessful, but nevertheless, many of the children that are maintained in their own homes through probation supervision still have severe educational deficits and need to have access to these

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[1] 53-2-12.3, Utah Code Annotated, 1953, as amended.

specialized programs because they are failing in the traditional school setting. The greatest opportunity for meaningful intervention in the life of a child is in the community of his own family, and it doesn't make sense to remove a child from his own birth environment to a more expensive out-of-home placement just in order to take advantage of an educational resource only available to a child who is placed out of his own home. Every child is entitled to an education that addresses his individual deficits or needs.

Recognizing the need for individualized learning, the present Marmalade/Frontier Educational Program was developed, pulling all of the concepts previously mentioned together in one educational milieu. The objectives of this center are basically these: (1) To advance youth up to their appropriate grade level and return them to their school of origin and/or graduation from high school; (2) Instill in the youth a sense of responsibility for their own destiny; it is recognized that school failure is one of the primary indicators of life failure. Those who fail in school often end up on public assistance or become involved in the criminal justice system at a tremendous cost to society. The youth that are referred to Marmalade are well on their way to becoming dependent on society, but that process can be reversed through the intervention of this school program. The methods utilized are: (1) Individualized educational programing tailored to the youths current academic needs, sharing methods of learning with the emphasis on the basic skills of reading, writing, and math; (2) Develop successful experiences and shape behavior by creating motivation to learn and take responsibility for their behavior; (3) Recreation activities aimed at

building confidence physically and socially; (4) Advocacy for the students by all staff with each student assigned an advocate; (5) Values clarification, including introjection of societies expectations; (6) Teaching and developing communication skills.

In other words, the school provides a complete learning experience. It fills the void alluded to earlier with reference to inductive education. It should be noted that this resource receives some funding from the Youth-In-Custody Program. It also has been a resource to Juvenile Court probationers and has been extremely effective in correcting educational deficits and making possible a successful probation program, which means a crime free adjustment in the community and a stabilized home environment. Part of the probation program is regular attendance at school, and with the availability of an individualized learning program the Court is not as reluctant in ordering regular attendance as it is when a probationer is returned to a regular public school setting. Eight months ago two juveniles were accepted by Marmalade from the Juvenile Court probation department. One had committed an aggravated robbery and distributed drugs for value. The other had committed an assault with a deadly weapon. Both were living with their fathers; both mothers living out of state after the divorce. One boy was 15, the other 17. They adapted to the school and both have been doing well academically and behaviorally. It is questionalbe that a public school would have even accepted them, and it is highly probable that in the traditional school setting they would have failed. Rather than comment further on the Marmalade High School and Frontier Teen Institute, I will reserve that for Elyse Clawson, the Director. (I also happen to be a member

of the Board of Directors of Individualized Learning, the sponsoring corporation of Marmalade/Frontier. As a footnote to this, I would like to comment that it has been the practice of the Juvenile Court in Salt Lake to be a catalyst in developing community resources for greater dispositional flexibility. It is not uncommon for judges to be on advisory committees and boards of a variety of agencies and resources in the community.) Marmalade/ Frontier works because it is a school that facilitates interpersonal relationships between parent and child, it teaches parenting techniques, has specialized programs to meet the individual learning needs of its students and is involved with other contact agencies in the community dealing with that particular child. It requires that youth assume responsibility for their behavior by teaching them to recognize the problem and helps them to solve their disruptive behavior pattern. It epitomizes the day treatment approach to the chronic, serious offender, which is much more cost effective and much more behavior-effective for the child. I firmly believe that a child's intellectual potential will be realized to the extent that his environment offers him the opportunity to learn and to the extent that his emotional and social characteristics permit the acquisition of new concepts and skills. This type of environment must be available to the serious,chronic offender if there is to be a change from a negative, dependent, anti-social personality to one that is a positive and a constructive addition to society; one who has started to realize his or her full potential.

"Law furnishes the guidelines for socially acceptable conduct and legitimizes the use of force to ensure it. If utopian conditions prevailed--if all citizens shared a deep commitment to the same set of moral

values, if all parents instilled these values in their children and kept close watch over them until adulthood, if all lived in stable and friendly neighborhoods where deviants would face community disapproval--then perhaps we would seldom need recourse to the negative sanctions of the law. But these are not the conditions of today's pluralistic society and the law is needed to reinforce what the other institutions for social control can only do imperfectly."

Through the cooperative efforts of the juvenile court and other community resources and agencies, such as Marmalade/Frontier, it is possible to change behavior, restructure values, and establish individual responsibility to the community.

The CHAIRMAN. Mr. Regnery, some States have passed statutes for funding for alternative schools. Now, it is my understanding that in some of these States, these schools have become a hotbed for all kinds of trouble—violence, rape, even sex abuse, kids shaking down other kids.

Can you tell us anything about how prevalent this type of thing is in the alternative schools?

Mr. REGNERY. I cannot give you any statistics, Senator. I do know that there are all sorts of alternative schools, and simply because something calls itself an alternative school does not necessarily mean that it is going to be beneficial.

Incidentally, I did have my staff prepare a bibliography of studies, evaluations and descriptions and literature on the whole alternative educational and institutional program, which I would be happy to provide to the committee. I think it will give you some idea of what the scope of all of this is.

The CHAIRMAN. Let us make that available. Thank you.

Mr. REGNERY. I can get those statistics, I suppose, if they exist, for you if you like.

The CHAIRMAN. OK. Do you have an information and dissemination system for telling school systems and others who are interested about what works and what does not work in developing programs for troubled youth?

Mr. REGNERY. Yes, we have several. One of them, we funded last year at Pepperdine University called the National School Safety Center, which has made contact with some 80,000 people across the country involved in schools and education and so on. They regularly distribute information and literature to that mailing list of, I guess, all schools in the country, virtually, or all school districts, school boards, and so on, exchanging information on successful programs, helping them with problems, and so on. I guess that would be the primary one that we have.

The CHAIRMAN. OK. Another thing which impressed me about your testimony today was your comments about the first link being the family, because the family may be already part of the child abuse process, and it may be part of the problem. So you have established a program which you call CASA.

Mr. REGNERY. Yes.

The CHAIRMAN. Explain that to us, and let us know a little bit more about it.

Mr. REGNERY. We did not actually establish it. That is a project which has been going on for some time in the country. We recently provided a substantial amount of money, though, to expand the process.

CASA stands for the Court Appointed Special Advocates Program. In essence, what the program does is establish within a juvenile court a mechanism to recruit volunteers to represent the interests of abused and neglected children in court.

There are thousands and thousands of those cases in every city across the country, as I am sure Judge Garff will testify to. In most cases, the case in terms of the relative importance to people across the system are the least important. That is, the abused and neglected child is in many ways the last person to whom somebody is going to turn to give help. And in many cases where the CASA

Program does not exist, either a lawyer who probably does not want the case is appointed as a guardian ad litem, or in other cases, a public servant is given a list of 100 or 150 cases a month or whatever, to represent these interests.

By the use of volunteers, we have found that we can provide services to those children at a rate that far exceeds anything else that goes on generally. And really, what they do, a volunteer will be appointed to represent one of these children—and generally, they have not more than one or two cases that they work on at a time—they go into court with the child at the first hearing and are appointed as a lay representative, if you will. And then they take the time to find out first of all, why is that child in court, what are the true facts, what are the options for the child, does the family need counseling, for example, to place the child back into the family, is it beyond help, should the child be placed for adoption, should the child be placed in foster care, whatever it is. They then come back into the court and advise the judge in a period of 2 or 3 weeks, with enough information so the judge can make an intelligent decision on what should happen to that child.

In the State of Missouri, which is perhaps the State where the project has been going the longest and is the best developed, we have found that as a result of that program, there is a precipitous drop in the number of children going into foster care and a vast increase in the number of children being placed for adoption and being returned to their natural families.

It is a marvelous program that uses the resources of volunteers in the private sector to a considerable degree, with really a rather insubstantial amount of public money.

The CHAIRMAN. As you know, I have been very concerned about missing children through the years and have worked very closely with Senator Hawkins and others to come up with missing children's legislation. But I was impressed with your comment in your statement that we spend more money in this country trying to find missing automobiles than we do missing children. And as a result, we have set up a National Center for Missing and Exploited Children.

How is that working, where is it located, and what can you tell us about that center?

Mr. REGNERY. It is situated here in Washington, Senator. We provided an initial grant of $4 million to the center for a period of 2 years. It was opened, I believe, in June 1984, so it has been going for about year and 5 months. It is receiving about 1,000 telephone calls a day at the present time, from missing children themselves, from parents, from people across the range of services that try to help find missing children, from law enforcement, private sector, a variety of other people, for help.

It is fielding those calls, I think, well. For the most part, what it does is operate as a place where information is exchanged. If necessary, the center has the ability to refer the calls directly to the FBI; they have a terminal for the National Crime Information Center right there at the center, and those calls are placed directly into it. In other cases, they refer them directly to a local law enforcement agency, if that is necessary, or whatever else.

They have assisted in the recovery of some 2,000 children since the center was opened 16 months ago. They have provided a great deal of information across the country, and they have trained thousands of law enforcement officers in how to deal with these cases, and so on.

It is still a difficult problem. There are still a great many things we are learning about it. As you know, there is continuing interest on the part of the media as to the number of missing children that are actually out there. I returned yesterday from a 3-day meeting of the Attorney General's Advisory Board on Missing Children, and we discussed the issue of numbers at length to try to come to grips with it. We also discussed the relationship between runaways and missing children, which is one of considerable importance and consequence.

Generally, I think we are learning a great deal about the issue, but we still have a great deal to do.

The CHAIRMAN. OK.

Mr. Shorthouse, I noticed in your interesting statement that you mentioned that Rich's Department Store donates its space. But where does the money come from to operate your program?

Mr. SHORTHOUSE. The money to operate the Atlanta program, Senator, is all from local sources. Let me just say that Rich's is not the only one of these kinds of projects that we operate; we operate a total of four projects. And the private sector commitment to those projects is $355,000. The county of Fulton contributes $25,000; the city of Atlanta contributes $60,000. On top of that is the cost of the instructional component, which is provided by the Atlanta Board of Education.

Altogether in Atlanta last year, we spent $820,000, of which the private sector contributed nearly half of that. There are no Federal funds.

The CHAIRMAN. Now, one of the features you mentioned about your program is the mentor system. How does that work?

Mr. SHORTHOUSE. The volunteer program is a key feature to this whole thing, because Rich's has provided for every one of their employees who would like to donate time to work with one of its students, 2 hours on the clock; in other words, with the supervisor's approval, an employee from the store can enter into the academy and work with a student and be paid for that by the store as though he was actually working on his or her job. That is an important component in the program for two reasons. One, it helps the kid get some needed assistance; it helps the kid feel like he or she is important enough to have a volunteer, to have somebody reach out to him and spend some time with him. They do everything from take the kid to lunch to sit down and discuss math problems or normal tutoring things, or they will take the student back to the adult work station and explain what they do and maybe even get him to do some things on a once-a-month basis, or something like that.

The point is it is an interest of the employee working with the child and beginning to get that child to look at the world of work, look at a responsible adult and what this person does for a living, and how that person manages his or her life, and it serves as a positive role model. Many of our kids, as we say, have a lot of "fail-

ure partners" in their lives, and we need to put some "success partners" in their lives, and this is one of the people who can provide that role.

The CHAIRMAN. Thank you.

Judge Garff, as you have listened to the comments of the others on this panel, I am sure it has called up a lot of memories that you have about troubled youth that have appeared before you over the years. If you had to single out one, two or three reasons for the disaffection or the alienation of youth in our society today—with their home, with their school, with society in general—what would you say they are as a result of your personal experience of 26 years as a juvenile judge?

Judge GARFF. Well, if you are talking about alienating factors in our community, I think there are several, but just off the top of my head, one of the most imposing factors is television and mass media. I think that many times it imposes upon youngsters an unrealistic view of life; it imposes unrealistic expectations upon them, and contributes to a lot of frustrated entitlements on their part. This kind of frustrated entitlement can lead to a great deal of antisocial behavior. I am not laying it all on the shoulders of media or television but I think TV is a major factor in our children's lives.

Obviously, one of the greatest common denominators for the children that I see are parents, or lack of, and I think the disintegration or the breakup of the home has to be a significant factor that alienates these children from authority and from the community and also obstructs the development of positive standards that I talked about previously.

And of course, you are also looking at education, the home, and religion as the training grounds for young people. And if any of one of these fails or breaks down in its area of responsibility, then the other two have to pick up and fill the void. I think we have to strengthen those facets of our community, especially the family. And I think in all of the programs that you have heard about here, the programs that we talk about as alternative programs, do that; if they are successful, they do that.

The CHAIRMAN. I have been told that in America, we spend more money on gasoline for pleasure driving, cosmetics, and alcohol than we do on education. And it does seem to me to get down to a matter of priorities.

Do you have any ideas on how we can educate the public to be willing to make a greater investment in programs that will prevent youth dissatisfaction and the alienation that presently exist in our society?

Judge GARFF. Well, I think we have been most successful when we have been able to access the people who have the power, who control the pursestrings. Thank you for this opportunity here today, to access part of the power structure.

I mentioned the Youth in Custody Program, where the legislature, I think, did a great thing when they appropriated over $3 million this year for this purpose. And when we can get to them and tell them our story and gi[illegible] them examples and show what programs work, then we can [illegible]ersuasive.

The general public, cer[illegible]nly, need to be informed. But it is the people in the positions of authority who can help us implement

these programs. And that is why it is important that we access these people through hearings such as this and also on the local level.

The CHAIRMAN. I have heard it said that there are really no standards for the judiciary to really follow in dealing with troubled youth in our society, especially standards that would fall neatly within the parameters of some statute, albeit Federal, State, or local statute.

If this is true, is there some way that we should develop a broader legal code that would develop ways of dealing with alienated youth, or do you think that judges should be given wider latitude in dealing with these problems of troubled youth in our society?

Judge GARFF. I have been opposed to determinant sentencing, especially for juveniles, because of the very commitment I have, as I stated earlier, to the concept of individualized justice.

I think when you approach correcting a child's behavior on the basis of a particular act, it does not make any sense because the act is only a symptom of some other greater or underlying problem. It is this problem that has to be addressed, not the symptom. And so if I am going to impose a sentence or make a disposition on a youngster, I want to have as much information as I can to help me do that. We have a mental health unit attached to our juvenile court, and we rely heavily on that. I receive a social study from our probation staff, and reports from school officials. Oftentimes, we will have a screening committee who will evaluate the case and make recommendations, a screening committee composed of Youth Corrections, Division of Family Services, and Probation, and they will make suggestions to the court for ultimate disposition.

So I think when you talk about legislating a specific standard, and especially when you talk about a specific sentence for a specific act, for juveniles, it does not make any sense, and I question that it makes an awful lot of sense for adults, either.

The CHAIRMAN. In your testimony, you have indicated that the court can be a catalyst in bringing the young people, the home, the school, and private activities together with, say, an institution like Marmalade School. Now, how really does a court like yours accomplish this, with the heavy dockets and the large backlogs that generally exist in your court?

Judge GARFF. Well, the juvenile court in Utah—and I think it is important that at least my concept of how a juvenile court judge should function is that he should be one of the catalysts in the community to do this, that he or she probably has a better understanding of what the needs are in the community for the kids that we are serving than most other people, and unless we get in on a grassroots level and help provide for those services, they are not going to happen. Judges are part of the power structure, and unless they are actively involved, many of these programs will not come into being.

Unless the judges are convinced that they should use community resources—and that usually requires involvement—they will not utilize them. So we have always had the attitude of judicial involvement. We have four juvenile court judges in Salt Lake City at the present time, and every one of us is involved on community boards, or on study committees, oftentimes as chairmen of those,

searching for and developing community resources for the youth that we serve. And I think that has to happen. You have to be an activist for the sake of youth; you cannot just sit there on your Bench all day long and issue edicts and orders.

The CHAIRMAN. Well, I really appreciate that testimony.

I really respect all four of you for the leadership you have provided in this area. I think this hearing will be widely disseminated—at least, I hope so—so that people can get some of the ideas that have come from this hearing. I have really appreciated the testimony that all four of you have brought to the committee today.

I am going to keep the record open in case you would like to submit additional testimony or additional information to us. And of course, Mr. Regnery, we are really happy to work with you not only on this committee, but on the Judiciary Committee as well, where we work pretty hard on some of these subjects.

So I just want to thank all of you for appearing, and with that, we will recess until further notice.

[Whereupon, at 11:35 a.m., the committee was adjourned.]

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